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STRENGTHENING GOVERNMENT SYSTEMS TO END CHILD LABOR:

Best Practices and Lessons Learned from the Country-Level Engagement and Assistance to Reduce Child Labor (CLEAR II) Project

(2014 – 2019)

BELIZE

BURKINA
FASO

JAMAICA

LIBERIA

NEPAL

PANAMA



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CLEAR II was implemented by Winrock International in partnership with Verité and Lawyers Without Borders.

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Implemented by Winrock International in partnership with Verité and Lawyers Without Borders

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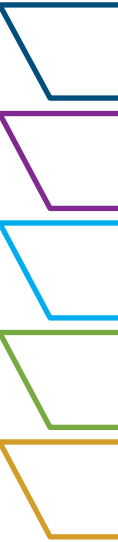
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For additional information on Winrock's child labor portfolio, visit winrock.org.

For additional information on the CLEAR II project, including project tools and curriculums, visit CLEAR II's Global Learning Platform (GLP): winrock.org/ms/clear-ii-glp

DEFINITION OF CHILD LABOR

This document is concerned with exploitive and worst forms of child labor. All further references to child labor imply the following definition.

Child labor refers to children who are engaged in an economic activity and who are below the minimum legal age of employment in a given country. Depending on the country, young people aged 12-15 and over may be employed in certain “light work” if it is not hazardous or harmful to their health and does not affect their attendance and performance at school. Article 3 of the International Labor Organization (ILO) Convention No. 182 defines the worst forms of child labor as:

- a. all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- b. the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- c. the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs;
- d. work which by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

Sources for further definitions are International Labor Organization (ILO), www.ilo.org; The UN Convention on the Rights of the Child (1989), www.unicef.org/crc/; ILO Convention No. 138 concerning Minimum Age for Admission to Employment (1973); ILO Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor (1999), ILO, *The end of child labor: within reach*, Global Report, June 2006.

DEFINITION OF BEST PRACTICE

For the purpose of this manual, Winrock considers a best practice to be an intervention or technique demonstrated by experience to produce significant, positive results that is suitable for widespread adoption.

Criteria for inclusion as best practice:

- Positive outcomes that contribute to the project’s ultimate goal: strengthening government systems to eradicate child labor.
- Link between outcomes and specific CLEAR II activities, interventions, or approaches.
- Evidence that gains are likely to be sustained
- Strong potential for replication in other countries.



INTRODUCTION

Every day, instead of going to school, millions of children perform difficult, dangerous work. Worldwide, 152 million children are engaged in child labor, 73 million in hazardous work - nearly half of these children are between the ages of 5 and 11. Because child labor interferes with schooling, it traps children in a cycle of poverty with little hope for a better future.

National governments, donors, private sector and NGOs are working in countries around the world to rescue children from child labor, help them heal, and provide the educational opportunities they deserve. While rescue and rehabilitation are critical, strengthening systems and developing national capacity to combat child labor is essential. To fully address child labor, national governments need adequate laws, robust inspections and child labor monitoring in the formal and informal sectors, effective prosecution of perpetrators, and action plans to guide efforts at the national, regional, and local levels.

The Country Level Engagement and Assistance to Reduce Child Labor II (CLEAR II) project is the U.S. Department of Labor (USDOL)'s response to the need for stronger and sustainable systems to address child labor throughout the world. Winrock International, in collaboration with partners Verité and Lawyers Without Borders, worked closely with host country governments in six different countries to bolster efforts to eliminate child labor.

This manual describes best practices and lessons learned from the CLEAR II project and captures strategies and interventions that achieved positive results for governments in more than one country.

The CLEAR II project commissioned case studies to identify best practices and lessons learned in government engagement and across four key project interventions: labor inspectorate strengthening, legislative reform, National Action Plan implementation, and private-sector engagement. Following the completion of local key informant interviews and stakeholder focus groups, Winrock, Verité, and Lawyers Without Borders analyzed and validated the findings in group working sessions. This manual represents the culmination of the team's research and analysis.

Winrock prepared this manual to help inform future child labor and government engagement projects. The manual is to be used as a tool for project implementers working with government partners to eliminate child labor through government strengthening. The manual directs its recommendations to international NGOs who work with governments, emphasizing the importance of collaborating closely with host country governments, supporting local priorities, and promoting government ownership of the activities and outcomes. CLEAR II's experiences as highlighted in this manual can also help national governments, labor ministries, and donors design and implement projects.

We hope that governments and future projects benefit from Winrock's experiences implementing CLEAR II. We encourage governments, civil society, private sector, and donors to continue working together to address child labor worldwide.

Sincerely,

Rocio Cordova

CLEAR II Project Director

ACKNOWLEDGMENTS

A fitting conclusion to the Country-Level Engagement and Assistance to Reduce Child Labor (CLEAR II) project is the production of a learning tool that chronicles what the project has demonstrated as effective practices in mobilizing and sustaining government engagement in combating child labor through legislative reform, national action plan development to reduce child labor, and private sector involvement.

Through this Best Practices Manual, the experiences of the CLEAR II project will continue to inspire and serve as a practical guide for stakeholders and duty bearers of society in addressing and resolutely reducing child labor as a matter of urgency.

Winrock International deeply appreciates the significant role and contribution of our pool of experts, government and implementing partners in six CLEAR II countries. Special thanks the governments of Belize, Burkina Faso, Panama, Jamaica, Liberia and Nepal for their partnership on the CLEAR II project and for their contributions to this manual. We are deeply grateful to the US Department of Labor for funding this effort.

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LIST OF ACRONYMS



BCCI	Belize Chamber of Commerce and Industry
BGA	Banana Growers Association (Belize)
BSCFA	Belize Sugar Cane Farmers Association (Belize)
CCWB	Central Child Welfare Board (Nepal)
CGA	Citrus Growers Association (Belize)
CISOCA	Centre for the Investigation of Sexual Offences and Child Abuse (Jamaica)
CL	Child Labor
CLEAR II	Country Level Engagement and Assistance to Reduce Child Labor
CLEP	Child Labor Elimination Project (Nepal)
CLES	Child Labor Elimination Section (Nepal)
CLMS	Child Labor Monitoring System
CLU	Child Labour Unit (Jamaica)
CN-AEJT	Coordination Nationale des Associations des Enfants et Jeunes Travailleurs (National Coordination of Children and Young Workers' Associations) (Burkina Faso)
CoNEP	Consejo Nacional de la Empresa Privada (National Council of Private Enterprise) (Panama)
CPC	Child Protection Committee (Jamaica)
CPFSA	Child Protection and Family Services Agency (Jamaica)
CSO	Civil Society Organization
CWC	Children's Welfare Committee (Liberia)
DIRETIPPAT	Dirección Contra el Trabajo Infantil y Protección del Adolescente Trabajador (Directorate Against Child Labor and the Protection of Adolescent Workers) (Panama)
DLTE	Direction de la Lutte contre le Travail des Enfants (Directorate to Combat Child Labor) (Burkina Faso)
DLTE	Direction de la Lutte contre la Violence faite aux Enfants (Directorate to Combat Violence Against Children) (Burkina Faso)
DoLOS	Department of Labor and Occupational Safety (Nepal)
HWL	Hazardous Work List
IAWG	Inter-Agency Working Group
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
ILS	International Labor Standards
INGO	International Non-Government Organization
JCF	Jamaica Constabulary Force
LAB	Labour Advisory Board (Belize)
LLC	Liberia Labor Congress
LRC	Legislative Reform Committee

LWL	Light Work List
LWOB	Lawyers Without Borders
MEYI	Ministry of Education, Youth and Information (Jamaica)
MFPTPS	Ministère de la Fonction Publique, du Travail et de la Protection Sociale du Burkina Faso (Burkina Faso's Ministry of Public Service, Labor, and Social Protection)
MITRADEL	Ministerio de Trabajo y Desarrollo Laboral (Ministry of Labor and Work Development) (Panama)
MLLGRD	Ministry of Labour, Local Government and Rural Development (Belize)
MLSS	Ministry of Labour and Social Security (Jamaica)
MNS	Ministry of National Security (Jamaica)
MoCGSP	Ministry of Children, Gender, and Social Protection (Liberia)
MOJ	Ministry of Justice (Jamaica)
MOL	Ministry of Labor (Liberia)
MoLESS	Ministry of Labor, Employment and Social Security (Nepal)
MoWCSC	Ministry of Women, Children and Senior Citizens (Nepal)
NACOMAL	National Commission Against Child Labor (Liberia)
NAP	National Action Plan
NASTOCL	National Steering Committee on Child Labour (Jamaica)
NCFC	National Committee on Families and Children (Belize)
NCLC	National Child Labour Committee (Belize)
NCR	National Children's Registry (Jamaica)
NGO	Non-Governmental Organization
NHRC	National Human Rights Commission (Nepal)
NMP	National Master Plan (Nepal)
NSC	National Steering Committee (Liberia)
OCA	Office of the Children's Advocate (Jamaica)
PAN-PFTE	Plan d'Action National de Lute contre les Pires Formes de Travail des Enfants (National Action Plan to Combat the Worst Forms of Child Labor) (Burkina Faso)
SDG	Sustainable Development Goal
SN-PFTE	Stratégie Nationale de Lutte contre les Pires Formes de Travail des Enfants (National Strategy to Combat the Worst Forms of Child Labor) (Burkina Faso)
ToT	Training of Trainers
UNDP	United Nations Development Programme
UNGP	UN Guiding Principles on Business and Human Rights
USDOL	United States Department of Labour
WFCL	Worst Forms of Child Labour
WI	Winrock International



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I. CAUSES AND CONSEQUENCES OF CHILD LABOR¹

All over the world, there are children who start working at an early age. From the age of six or seven, they may help around the home, performing household chores and running errands, or helping in the fields, tending crops or picking vegetables or fruit. These activities are often encouraged by adults or older children in the family. Children gain a sense of responsibility and take pride in carrying out tasks that benefit the whole family. By observing and working with others, children learn skills and gain knowledge that will serve them in their later lives.

As they grow older, they may take on more responsible or heavy work, such as looking after younger siblings, fetching and carrying loads from family farms or plantations where their families work, and caring for the family home. They may even take on a part-time job, outside of school hours and involving light work, either to earn pocket money or to supplement the family income. Work in this sense becomes a window onto the world of adult work and is part of the progression from childhood to adulthood.

If it is not work that prevents them from going to school, or takes them away from their families, or uses up all their time so they have no time for play or leisure activities with their peers, or hurts them physically, mentally, or emotionally, then it is probably not what is defined as “child labor.”

In sum, the term “child labor” does not mean the performance of small tasks around the house, nor does it mean participation in work appropriate to the child’s level of development and which allows

her or him to acquire practical skills and learn responsibility. Work of this nature is an integral part of a child’s development.

What is child labor?

Many children, however, carry out work that, far from being beneficial, impedes their growth and development and, in many cases, can do them harm. Across the globe, children are being forced, either by circumstance or coercion, to undertake work that damages them psychologically and physically and deprives them of their childhoods. This kind of work is carried out in violation of international core standards and national legislation and includes activities that are mentally, physically, and socially dangerous or morally harmful to children. It deprives them of schooling or requires them to assume the dual burden of schooling and work. This is what is known as child labor.

Child labor can involve work that enslaves children, separates them from their families, and condemns them and their families to a downward spiral of poverty and deprivation. It undermines sustainable development and robs countries of one of their richest resources: human capital. It can be simply defined, therefore, as work that, by its nature or the conditions under which it is carried out, harms, abuses, and exploits the child, or deprives her or him of an education. It is recognized as one of the most devastating consequences of persistent poverty, and while reducing poverty through economic development is an essential strategy to combat child labor, there is an urgent need for short- and medium-term strategies directly targeting child labor.

Child labor is both a consequence and a cause of persistent poverty. By keeping children out of school, it perpetuates the cycle of poverty and ignorance and maintains harmful social and cultural traditions that are factors in sustaining child labor.

¹ Chapter adapted from Winrock’s *Best Practices in Preventing and Eliminating Child Labor through Education* Drawn from the Global CIRCLE Project: <https://www.winrock.org/document/best-practices-in-preventing-and-eliminating-child-labor-through-education/>



It is an outcome of social exclusion, discrimination, rural migration, and urbanization.

The cross-cutting nature of child labor necessitates a range of strategies, including:

- reducing poverty;
- educating children and their families;
- providing or facilitating support services for children and their families;
- raising public awareness of the importance of education and the dangers of child labor;
- reinforcing the legal framework on the minimum age of employment and compulsory education;
- promoting the elimination of child labor, especially its worst forms through international measures.

Definition of child labor

In its simplest terms, child labor refers to children who are engaged in an economic activity and who are below the minimum legal age of employment in that country. Article 2 of the ILO's Convention 138 concerning the Minimum Age for Admission to Employment states that: "Each Member which ratifies this convention shall specify ... a minimum age for admission to employment or work ... no-one under that age shall be admitted to employment or work in any occupation." The convention has been ratified by a majority of the ILO's member States. Young people aged 12 to 13 years and over may be employed in certain "light work" if it is not harmful to their health and does not affect their attendance and performance at school or training courses. However, a minimum of 18 years is set for any work considered hazardous.

Following comprehensive research into the issue of hazardous child labor, the ILO concluded that it was necessary to strengthen Convention No. 138 by focusing the international spotlight on the urgency of action to eliminate, as a priority, the worst forms of child labor. In this respect, it developed Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, which has been ratified by a significant number of its member States and in a very short space of time. Article 3 of the convention defines the worst forms of child labor as:

- a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs;
- d) work, which by its nature or the circumstances in which it is carried out is likely to harm the health, safety or morals of children.

What is the extent of the problem?

The lead United Nations (UN) agency in the field of child labor elimination and prevention is the International Labor Organization (ILO),¹ which in 1992 established the International Program on the Elimination of Child Labor (IPEC). Backed by three international conventions,² ILO-IPEC works through a phased and multisectoral strategy that motivates a broad alliance of partners to acknowledge and act against child labor. It gives priority in its programs to the so-called "worst forms of child labor" defined by its Convention 182 (see above) and also to the most vulnerable children affected, including very young children and girls.

While carrying out detailed research into the issue of child labor can be a daunting task, given the hidden and sometimes illegal nature of many of its forms (for example, domestic work, trafficking, and commercial sexual exploitation), the most recent ILO figures nevertheless show that child labor persists on a large scale, but is decreasing globally. The ILO estimates that in 2016 there were around 152 million child laborers aged 5 to 17 worldwide. Of these, some 73 million were engaged in hazardous work, that is, work that, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children². Efforts to stamp out this global issue need to continue to be accompanied by a coordinated national and international focus on development policy and program and resource coherence.

² International Labour Organization, 2017. Global Estimates of Child Labor, Results and Trends, 2012-2016. https://www.ilo.org/wcmsp5/groups/public/@dgreports/@dcomm/documents/publication/wcms_575499.pdf

Why do children work?

Child labor can stem from one or more factors, including:

- extreme poverty and the need for all members of a family to contribute economically to its survival;
- limited access to educational programs, for example, lack of school facilities in rural areas; – lack of legal documentation which keeps them from enrolling in school and receiving other state-social services;
- poorly funded, trained, and equipped education systems and teaching staff;
- cultural and/or traditional practices in certain geographical locations or among certain peoples, for example, migrant workers, nomadic and indigenous populations, and lower castes;
- employment practices whereby businesses and factories employ children because they can pay them less than adults and because children are young, defenseless, and docile and may be bullied into doing work they should not be doing or into working long hours;
- vulnerable children being coerced into illegal activities, such as drug smuggling;
- trafficking or criminal practices, such as commercial sexual exploitation;
- discriminatory practices in society and in education, for example against girls or certain population groups, such as indigenous peoples;
- lack of acknowledgement of the problem of child labor by some governments, other socio-economic and political actors, and even the public at large, and a failure to deal with the issue as a priority;
- lack of social protection programs through which poor and vulnerable families could access government and local authority support, particularly in times of difficulty;
- armed conflict, with children forced to take up arms or provide other forms of military support; – the absence of an organized workforce in informal economic sectors where child labor is prevalent, reinforcing the employment of children to the detriment of adult employment and the continued erosion of working conditions and basic rights;
- any combination of the above or other phenomena that either encourage or oblige children to leave their childhoods, education, and family behind and enter the labor market.

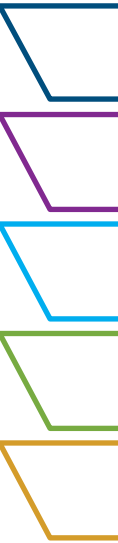
The consequences of child labor for children

Because children differ from adults in their physiological and psychological make-up, they are more susceptible to and more adversely affected by specific work hazards than adults. Not yet matured mentally, they are less aware of the potential risks involved in the workplace. The effects of hazardous working conditions on children's health and development can be devastating. The impact of physically strenuous work, such as carrying heavy loads or being forced to adopt unnatural positions at work, can permanently distort or disable growing bodies. There is evidence that children are more vulnerable than adults to chemical hazards and that they have much less resistance to disease. The hazards and risks to health may also be compounded by the lack of access to health facilities and education, poor housing and sanitation, and inadequate diet.

Children are much more vulnerable than adults to physical, sexual, and emotional abuse and suffer worse psychological damage from being denigrated, humiliated, or oppressed and from working in environments that are exploitative, dangerous, and isolating. Children who suffer ill-treatment, abuse, and neglect at the hands of their employers may, as a consequence, find it very difficult to form attachments with and have feelings for others. They may have problems interacting and cooperating with others and attaining a real sense of identity and belonging. They often lack confidence and have low self-esteem. These vulnerabilities are particularly true for the very young and girls.

Children who work do not have the opportunity to participate in activities that are a crucial part of growing up, such as playing, going to school, and socializing with their peers. They do not obtain the basic level of education that is needed to cope in life. When these activities are abandoned in favor of work, children are pushed into adulthood before they are ready.

All children, regardless of race or social and economic status, are entitled to enjoy their childhood years and to grow up fully and naturally. All have the right to love, education, and protection. Understanding these rights is the first step in preventing child labor. Strengthening government systems to prevent, monitor, enforce, and provide services to children is essential to securing a better future for the children of the world.



II. CLEAR II PROJECT

The international donor and NGO community, along with governments, have a responsibility to act on behalf of children. Rescue and rehabilitation for victims of child labor is essential, but so, too, are legal and government systems to protect children. At the highest level, governments need enforceable laws, systems for investigating cases of child labor, and national plans to eradicate child labor, especially in its worst forms.

The Country Level Engagement and Assistance to Reduce Child Labor II (CLEAR II) project, funded by the U.S. Department of Labor (USDOL), worked cooperatively with host governments to support a global reduction in child labor. Winrock International, together with partners Verité and Lawyers Without Borders (LWOB), implemented CLEAR II from 2014 – 2019 in close collaboration with host governments in Belize, Burkina Faso, Jamaica, Liberia, Nepal, and Panama.³

1. Project Overview

CLEAR II worked collaboratively with host governments to provide technical assistance to bring about meaningful reductions in child labor. The CLEAR II project used an approach with three integrated pillars:

- **Authority to Act: Strengthened Legal Framework** — Host country governments will have the capacity to analyze legislation and produce a clear legal and institutional framework that adheres to international standards and commitments;
- **Ability to Act: Improved Enforcement** — Technical assistance that supports government ministries, institutions and industries to strengthen current judicial and legal frameworks to enhance their ability to enforce child labor laws; and
- **Incentive to Prevent: Better Supported Social and Economic Programs** — CLEAR II will enhance governments' capacity to effectively implement National Action Plans to address child labor and mainstream child labor reduction programming through line ministries.

CLEAR II collaborated with ministries of labor and other government institutions to implement interventions in support of the following thematic areas:

- **Legislative Reform:** Support, enhance and/or expedite actions by host governments to improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards.
- **Enforcement:** Support, enhance and/ or expedite actions by host governments to improve monitoring and enforcement of laws and polices related to the worst forms of child labor, including through increased knowledge of existing gaps in the labor inspectorate, training of labor inspectors and support for community-based child labor monitoring systems.
- **Coordination:** Support, enhance and/or expedite actions by host governments to streamline collaboration with stakeholders within different government agencies as well as private sector and civil society stakeholders.
- **National Action Plans on Child Labor:** Support, enhance and/or expedite actions by host governments to adopt and implement national plans of action on child labor, including its worst forms. Support to build the capacity of key stakeholders to implement, monitor and evaluate the National Action Plan.

³ One small activity was implemented in Honduras, which brings the total number of CLEAR II countries to seven.

- **Policies and Social Programs:** Support, enhance and/or expedite actions by host governments in the implementation of national and local policies and programs aimed at the reduction and prevention of the worst forms of child labor, as well as improvements in policies and social programs to increase access to basic education, vocational training, social protection services, employment creation and/or poverty reduction initiatives for populations particularly vulnerable to the worst forms of child labor.

CLEAR II expanded programmatically and geographically over the course of the 4- year 10-month project. Implementation began in Nepal in 2014, and the project expanded to additional countries until 2018, when Jamaica became the last country to join CLEAR II. Working with host governments, CLEAR II provided technical assistance and other support according to local needs.

2. Project Implementing Partners

Winrock International is a recognized leader in U.S. and international development, providing solutions to some of the world's most complex social, agricultural and environmental challenges. Inspired by its namesake Winthrop Rockefeller, Winrock's mission is to empower the disadvantaged, increase economic opportunity and sustain natural resources. Winrock manages a portfolio of more than 100 agriculture, environment and social development projects in over 40 countries. It has annual revenue of \$100 million, employing over 1,000 staff around the world managed from five Winrock offices and dozens of project offices. Winrock combines technical expertise with entrepreneurial innovation to improve lives around the globe.

winrock.org

Lawyers Without Borders (LWOB) works to protect the integrity of the justice system worldwide by harnessing and channeling the pro bono volunteer services of lawyers and judges into rule of law programming. LWOB and its work strive to be neutrally orientated and covers a range of themes, including child labor, counterterrorism, gender violence, human trafficking, and wildlife crime, among others. LWOB has worked on almost every continent and its programming includes a range of assistance, from legislative analysis, trial advocacy workshops, train the trainers, trial observation, to community education and outreach. These programs have trained over 1000 individuals including from throughout the criminal justice sector and community, striving to meet each participant at his or her level and raise them up.

lawyerswithoutborders.org

Verité is a global, independent, non-profit organization that conducts research, advocacy, consulting, trainings, and assessments with a vision that people worldwide work under safe, fair, and legal conditions. Since its inception in 1995, Verité has partnered with hundreds of multinational brands, suppliers, and international institutions in more than 70 countries across multiple sectors to improve working conditions and social performance within global supply chains.

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III. BEST PRACTICES MANUAL OVERVIEW

This manual serves as a tool for project implementers working with government partners to eliminate child labor through government strengthening, as well as for government institutions working to strengthen their own internal systems.

The manual consists of five chapters:

Government Engagement

Labor Inspectorate Strengthening

Legislative Reform

National Action Plan Implementation

Private Sector Engagement

Chapter One, Government Engagement, captures the overarching best practices for productively engaging with host governments. The remaining four chapters capture best practices in four areas of intervention: legislative reform, labor inspectorate strengthening, national action plan implementation, and private-sector engagement.

Labor Inspectorate Strengthening

CLEAR II worked with government partners to create comprehensive, country-specific curricula for child labor inspection training, train labor inspectors and other actors, and use a training-of-trainers approach to prepare experienced civil servants to train others. Chapter 1, Labor Inspectorate Strengthening, focuses on CLEAR II's experience primarily in Nepal, in addition to other countries.

Legislative Reform

CLEAR II and government partners created legislative reform subcommittees, groups of diverse stakeholders tasked with recommending amendments

and regulations to strengthen national child labor laws. CLEAR II partner Lawyers Without Borders provided training workshops and technical assistance in legislative analysis and drafting. Chapter 2, Legislative Reform, captures best practices from Belize, Jamaica, and Liberia.

Implementation of National Action Plan (NAP) on Child Labor

National Action Plans to address child labor provide national frameworks, timelines, and budget allocation to address the issue. Depending on the status select countries' National Action Plans (NAP) on Child Labor, CLEAR II supported one or both of the following: (1) the development and adoption of the NAP and corresponding operational plans; and/or (2) the development and implementation of regional action plans based on the national plan. Chapter 3, National Action Plan Implementation, focuses on the second activity—supporting government to develop regional action plans based on the NAP—in Burkina Faso and Liberia.

Private-Sector Engagement

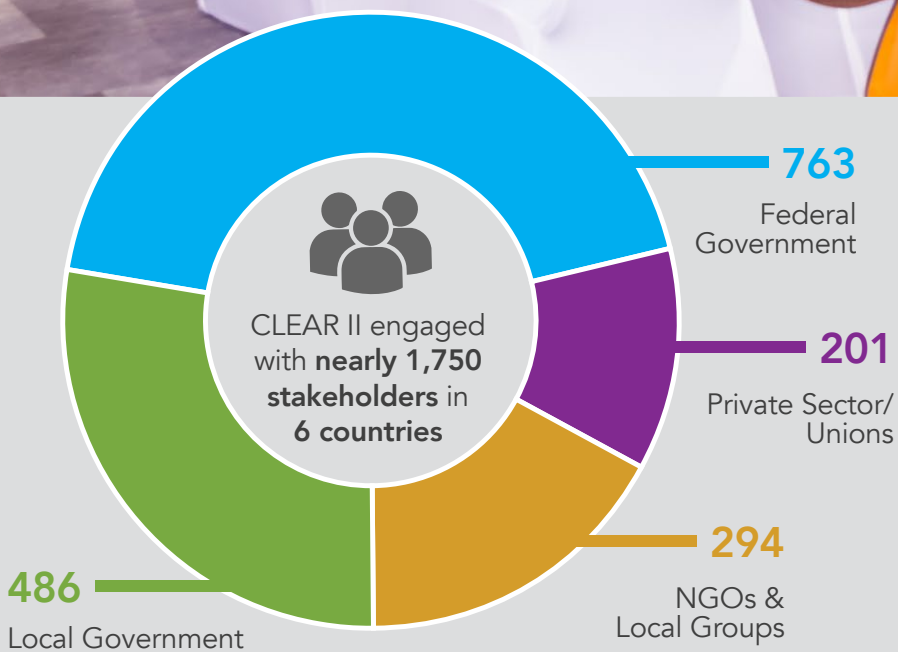
Led by CLEAR II partner Verité, CLEAR II interventions to engage the private sector took the form of pilot activities, ultimately replicating the most successful activities. Private-sector engagement emerged as a set of pilot interventions. CLEAR II's key private-sector engagement activity was training provided by trained labor inspectors to members of national chambers of commerce. The project's pilot efforts in private-sector piloted private-sector engagement activities in Belize, Liberia, and Panama.

CLEAR II Interventions by Country

Area of Intervention	Belize	Burkina Faso	Jamaica	Liberia	Nepal	Panama
Legislative Reform						
Labor Inspectorate and/or Enforcement Strengthening						
National Action Plan Development and/or Implementation						
Private-Sector Engagement						

For each area of intervention, the CLEAR II team identified one or more specific countries for case study research, and partnered with local experts for research in each area of intervention and country. Experts utilized interviews (in-person, phone, or Skype) and focus group discussions (personal, phone, or Skype) with project stakeholders, participants, and CLEAR II staff to collect information to inform this manual.





IV. BEST PRACTICES IN GOVERNMENT ENGAGEMENT

A. GOVERNMENT ENGAGEMENT

Over the past several decades, a growing consensus has emerged that to achieve sustainable outcomes, development organizations must work with host governments through the country's existing institutions and systems⁴. Government engagement, the process of consulting and collaborating with government institutions and officials in support of mutual goals, is a critical strategy to ensure local ownership. Donors, host governments, and implementing organizations are increasingly supporting government engagement as a way to strengthen systems and capacity, and increase the likelihood of sustainable outcomes.

As a targeted initiative of the U.S. Department of Labor, enhancing government systems to address child labor was the primary objective of the CLEAR II project. Throughout the project, successful government engagement was a critical factor in positive outcomes. Institutions and individuals across different ministries and at different levels of government led, facilitated, or supported CLEAR II's activities in labor inspectorate strengthening, legislative reform, national action plan development and implementation, and private-sector engagement. Without its government partners, Winrock, Verité, and Lawyers Without Borders could not have achieved the results described in this manual of best practices.

This chapter describes general best practices and lessons learned in government engagement based on CLEAR II's work in a diverse group of six countries in the Caribbean (Jamaica), Central America (Belize and Panama), South Asia (Nepal), and West Africa (Burkina Faso and Liberia). The best practices in the chapters that follow, based on each of the program's four core interventions, echo many of the government engagement themes in this chapter.

1. Engage the right institutions and individuals

Eliminating child labor—or achieving any other large-scale development goal—requires a team effort. To succeed, projects will need institutional and individual partners and allies from the many areas of government that play a role in child labor issues.

1.1 Engage all relevant government ministries and offices

Begin by identifying all government actors that play a role in child labor prevention and eradication. Determine what each ministry, office, or department is mandated to do and consult with them about what they do in practice. If possible, meet face-to-face with high-level officials as well as staff at other levels. Learn how different ministries and offices coordinate with one another, and what challenges they face in coordination.

From the beginning of the project, engage all government entities that must eventually approve recommended reforms, action plans, training programs, and other initiatives. Early engagement will avert problems later in the process, because key stakeholders will have already provided input to inform the project implementation strategy.

1.2 Identify and cultivate internal champions for the cause

In all countries, CLEAR II staff identified government officials who were dedicated to their jobs, were committed to the country's goals, supported the project, and had a personal commitment to fighting child labor. These *Champions for the Cause* varied in pro-

4 Busan Partnership for Effective Development Co-operation, 2011 <https://www.oecd.org/dac/effectiveness/49650173.pdf>

essional background and expertise. Some champions worked in ministries of labor; others were legal experts. Champions shared a common passion for eliminating child labor in their countries.

During the stakeholder mapping process prior to beginning implementation, identify government officials—especially those in positions of influencing decision-making—who care passionately about child labor and are taking action to end it. Work closely with these champions. Find ways to help them channel their skills, expertise and influence in support of long-term goals to reduce child labor.

2. Work through and strengthen existing structures

2.1 Find the right primary partner

At the beginning of the project, find a primary government partner institution whose goals not only align with the project's goal, but whose institutional practice demonstrate effective engagement with these goals and whose officials want to collaborate. The partner institution must have the authority to approve (or recommend for approval) activities related to the project's goals. Use consultations, interviews, and other on-the-ground research to identify the best partner to achieve mutual goals.

✔ BEST PRACTICE IN ACTION: NATIONAL COMMISSION AGAINST CHILD LABOR (NACOMAL) | LIBERIA

In Liberia, CLEAR II built on Winrock's existing relationship with the National Commission Against Child Labor (NACOMAL). NACOMAL is a respected, well-established government institution within the Ministry of Labor that leads child labor eradication efforts at the national level and supports efforts at the regional level. CLEAR II worked through NACOMAL's National Steering Committee (NSC) to support legislative reform. The NSC is comprised of representatives from many different ministries and departments, and committee members are responsible for keeping their agencies informed about the NSC's work. Working through the NSC provided a mechanism for regularly consulting key national stakeholders.

NACOMAL was instrumental to successful outcomes in Liberia. According to one stakeholder, "NACOMAL is doing a great job coordinating work on the plan...and the National Steering Committee offers a platform for the exchange of ideas."

2.1 Create sub-committees for specific tasks

Existing government institutions might not always have departments or committees for specific activities to end child labor. In those cases, work with the relevant ministry, office, or steering committee to create a focused sub-committee.

✔ BEST PRACTICE IN ACTION: LEGISLATIVE REFORM COMMITTEES

CLEAR II worked with government leaders in Belize, Jamaica, and Liberia to create small, focused committees for legislative reform. Committees consisted of fewer than 20 representatives from key stakeholder groups within and outside government. Each committee established a specific set of objectives they could achieve during the project with technical assistance from CLEAR II. Committee members across the three countries reported that focusing a small number of people on a narrow scope of work was critical to their success. Together, committees drafted and submitted more than 20 pieces of legislation, amendments, regulations, and provisions. Housing sub-committees in existing government structures or existing bodies, rather than creating them externally, helps ensure government ownership.

2.2 Collaborate with external groups with compatible goals

✔ BEST PRACTICE IN ACTION: INTER- AGENCY WORKING GROUP | NEPAL

In Nepal, CLEAR II was a founding member of the Inter-Agency Working Group (IAWG), a group comprised of national and international NGOs working to address child labor issues in Nepal, and also collaborated with Swatranta Aviyan Nepal (SAN), a coalition of national organizations. Both groups were working in support of child labor reforms in Nepal. By collaborating with IAWG and SAN, CLEAR II contributed to the passage of key child labor legislation, and was also able to advocate for passage of the National Master Plan to Eliminate Child Labor, something the project could not have done on its own.

The Ministry of Labour, Education and Social Security (MoLESS) worked with the IAWG and SAN to draft amendments to the Child Labour Prohibition and Regulation Act of 2000 and the Children's Act. MoLESS shared its draft language with the two groups and incorporated their feedback. The final proposed legislation contained several amendments proposed by CLEAR II. Nepal's Children's Act passed in 2018, and MoLESS expects the Child Labour Act to pass by the end of 2019.

3. Work in support of government priorities

3.1 Work collaboratively to assess needs and set goals

Collaborate with governments to understand their goals as they relate to child labor, share recommendations, and identify targeted areas for intervention. Use current, accurate data about the scope and scale of child labor in the country. Consult with local experts and stakeholder groups who can explain the situation on the ground.

Design the project to achieve what's most important to the host government. Discuss how different activities to prevent and eliminate child labor could benefit the country, help the government meet its international obligations, and/or improve the nation's global standing. Ultimately, governments own both the process and the outcomes, so they must set the course and drive the work.

★ LESSON LEARNED: CONDUCT ASSESSMENTS IN COLLABORATION WITH GOVERNMENT

Lawyers Without Borders began work in its first CLEAR II country by conducting a thorough assessment of existing international agreements, laws, and regulations. Project staff presented the final report—including a list of possible reforms to pursue—to the host government for discussion. Government officials expressed an interest in being more involved in the assessment process. While LWOB has the expertise and experience needed for legislative review, local government officials can provide insights into the thinking, work, and priorities that underpin a country's policy framework. LWOB staff adapted quickly, engaging host governments through on-the-ground research, interviews, and consultations about the legislative reform process. The government gained ownership of the process at the assessment phase; as a result, proposed reforms reflected both international standards and the local context.

3.2 Design activities around local priorities

✔ BEST PRACTICE IN ACTION: LOCAL CHILD LABOR MONITORING SYSTEM (CLMS) | NEPAL

In Nepal, the project worked closely with the Panauti Municipality to develop a child labor monitoring system (CLMS) for the municipality.

The mayor, who is committed to ending child labor in Panauti Municipality, welcomed the project because it aligned with the municipality's goals to qualify as a child-friendly local government. The municipality is now using the system and has allocated a budget to continue to monitor child labor.

3.3 Support government workers in their day-to-day work by building skills and knowledge

Identify the government staff members whose work is critical for ending child labor and support them to keep building knowledge and skills to perform their jobs effectively.

✔ BEST PRACTICE IN ACTION: TRAINING FOR LABOR INSPECTORS

In all six countries, the project facilitated workshops where labor inspectors learned to identify, document, and report violations of child labor laws. Due to high turnover, some labor inspectors were inexperienced. Direct training provided labor inspectors with knowledge and skills to help them identify child labor in their day-to-day work. "The knowledge we garnered in the training will help us be better inspectors," said one Ministry of Labour official in Jamaica.⁵

4. Build relationships with government officials

In each country where CLEAR II worked, productive relationships with government officials were crucial. CLEAR II learned to establish mutually enriching and productive relationships with government officials through trust-building activities and open communication.

4.1 Build on existing relationships

✔ BEST PRACTICE IN ACTION: RECRUIT EXPERIENCED LOCAL COUNTRY COORDINATORS | JAMAICA, LIBERIA

CLEAR II recruited country coordinators who had good relationships with government officials and who understood the child labor context in the country. The coordinators leveraged their existing relationships to gain government support and launch project activities.

In Jamaica, for example, CLEAR II's country coor-

5 Morris, Angella. (Regional Director, Jamaica's Ministry of Labour and Social Security). Phone interview with Gretchen King

SASHA DEER GORDON | JAMAICA

Sasha Deer Gordon has worked on child labor issues since 1994. Prior to her current position as Director of the Child Labor Unit in Jamaica's Ministry of Labour and Social Security, Sasha served as the ministry's Director of Monitoring and Evaluation. In that role, she learned about the challenges faced by children in her country. As a mother, when she sees children on the streets, it upsets her. She wants her own child's life to be better than hers, and she wants the same for all Jamaica's children.

Ms. Gordon goes above and beyond the call of duty to get things done. She was instrumental in earning government buy-in for the project. Initially, Ms. Gordon was working single-handedly to manage the ministry's CLEAR II activities, but she soon rallied other ministry staff in support of the project's efforts. She recruited a policy analyst who helped increase the pace of work. Ms. Gordon also conducted awareness-raising training for the entire labor inspectorate and spearheaded efforts to have the International Labor Organization conduct a labor inspection training for child labor. Ms. Gordon says she won't stop until she helps achieve real change in child labor in her country.



Coordinator had extensive experience working in the government and was able to successfully navigate relationships. She was able to quickly gain support for the project within its short one-year timeline.⁶

In Liberia, CLEAR II's country coordinator had built relationships within the Ministry of Labor during Winrock's ARCH project, a child labor effort that ended just as CLEAR II began. This enabled the country director to quickly gain support for the CLEAR II project, since his contacts at the ministry already saw him as an expert and resource on child labor issues.

4.2 Maintain open, regular, and appropriate modes of communication with government officials

Take the time to find the best way to engage government officials and then communicate with them regularly using what works best for them. CLEAR II found it important to:

- Maintain an on-the-ground presence (ideally a local office with country director or coordinator)
- Meet face-to-face with officials as frequently as possible
- Communicate with officials on their own terms, according to their schedules

- Identify the best communication channel for regular check-ins (phone, email, text, WhatsApp, etc.)
- Use the project staff person or ally most likely to get an audience

✓ BEST PRACTICE IN ACTION: IN-PERSON MEETINGS AT MINISTRY OF LABOUR | NEPAL

In Nepal, the country coordinator devoted a significant amount of time to meeting with government officials to build support for the project. When officials were too busy to schedule meetings, she would visit the Ministry of Labour and wait until they were available. As a result, she became well-known and well-liked by ministry officials, and the project gained their ongoing support.

4.3 Engage people at all levels of government

✓ BEST PRACTICE IN ACTION: THE MINISTRY OF LABOR, EDUCATION AND SOCIAL SECURITY | NEPAL

In Nepal, the country coordinator worked consistently to seek productive engagements with government officials at all levels within the MoLESS. She started by building productive relationships with the career civil service staff first. This served

⁶ Ivey, Cheryl. (Jamaica Country Coordinator, CLEAR II). Phone interview with Gretchen King.

as her door to meet and engage other officials from various government departments. Eventually, she gained the trust of other relevant officials and was able to establish collaborative working relationships with the Joint Secretary, Director General, and several relevant staff within MoLESS.⁷

4.4 Strategically engage and orient new government officials

When key personnel leave their posts, engage the new officials as soon as possible. Take the time to build the relationship and gain support anew.

In all CLEAR II countries, key government personnel changed, sometimes multiple times within a few years. Elections sometimes led to significant turnover in high-level officials. This created a challenging work environment for project staff who invest time and effort into building a relationship with an official, only to have them depart their post in a short time.

5. Facilitate coordination within government

Coordination among government agencies is critical in the fight against child labor, since so many different government programs and policies influence the issue. Ministries, offices, and departments working on labor, employment, economic development, education, public health, child protection, policymaking, law enforcement, and criminal justice all have roles to play.

As in most work settings, however, collaboration across government units could be challenging. Teams tend to focus on their own activities, especially when the workload exceeds staff resources. In all CLEAR II countries, project staff and their government partners identified critical gaps in coordination and worked to find solutions to address these gaps. In most countries, for example, labor inspectors had few, if any, interactions with law enforcement officials. In some cases, the two groups had incompatible systems and had challenges coordinating with each other.

5.1 Facilitate informal coordination through shared work

To help governments strengthen coordination around child labor work, CLEAR II began with plans to facilitate formal coordination plans among government institutions. Staff quickly learned, however, that coordination was already happening as a result of other

CLEAR II activities, and that brokering formal agreements was not always appropriate nor of interest to government stakeholders. As such, CLEAR II abandoned the previous plans for coordination plans and found ways to foster informal coordination through other CLEAR II workshops and the development of local implementation plans to roll out NAPs.

This was a lesson in political economy: the official process for coordinating efforts—a written agreement co-signed by ministry officials—was not the most effective way to bring groups together. In many cases, coordination happened naturally in the course of joint activities. CLEAR II facilitated discussion and provided introductions, but the participants made their own connections.

✓ BEST PRACTICE IN ACTION: NATIONAL ACTION PLAN DEVELOPMENT | JAMAICA

In Jamaica, the project collaborated with the Ministry of Labor and Social Security, the National Child Labor Steering Committee (NASTOCL), and consultants who drafted a national action plan on child labor. The drafting process was open to input from inspectors and regional directors, in addition to other agencies. One government official said working with staff from other agencies involved in child labor will help her in her long-term projects. The official had known about the other agencies' roles, but working on the NAP enabled her to develop relationships with her government counterparts and members of the community like teachers, activists, and students.⁸

5.2 Use a stepwise approach to coordination

CLEAR II recommends using a stepwise approach to facilitating coordination, beginning with an informal working partnership between two groups. The process might vary by country.

Phase One: Bilateral Engagement

Begin with only two parties, as opposed to a group of ministries. Find two key ministries, committees, or departments with similar goals whose officials have few opportunities to interact. Convene representatives of the two groups for an initial meeting. Facilitate discussion as needed. Help build an atmosphere of mutual trust, understanding, and respect. The goal for the initial meeting is for officials from one institution to understand what officials from the other do in their day-to-day work.

7 Adhikary, Milan. (Nepal Country Coordinator, CLEAR II). Phone interview with Gretchen King.

8 Morris, Angella. (Regional Director, Jamaica's Ministry of Labour and Social Security.) Phone interview with Gretchen King.

Phase Two: Shared Work

Create opportunities for collective action. Empower the group to set its own objectives. Recommend possible tasks as requested. Encourage consistent membership and attendance. (Teams should try to send the same people to each meeting.)

Support the group's efforts with technical assistance, including training workshops. Training workshops in and of themselves can foster coordination. When appropriate, open workshops to all interested parties in government, civil society, and the private sector.

Phase Three: Engaging other groups

When appropriate, help the two partner organizations involve other ministries, departments, committees or offices. Promote regular consultation and feedback.

Phase Four: Coordination agreements and action plans

Support efforts to establish clear roles and responsibilities across ministries and other administrative units. Encourage informal collaboration agreements as a first step. Groups can also develop frameworks for collaboration.

Once informal agreements and coordination mechanisms are in place, support development of formal collaboration agreements and shared action plans. Action plans should clearly establish the group's goals, the role each actor will play, specific activities and the agency responsible for each one, timeline, and budget.

5.3 Promote clear roles and responsibilities

✓ BEST PRACTICE IN ACTION: NATIONAL ACTION PLAN | LIBERIA

According to the director of NACOMAL, embedding Liberia's National Action Plan across different ministries will be key to successful implementation. To do this, NACOMAL has identified focal points across ministries and key collaborating entities. Because they helped develop the document, stakeholders understand and approve of their assigned responsibilities. A coordinated, clear, agreed-upon demarcation of responsibilities among ministries and other stakeholders will promote accountability when implementation begins.

6. Anticipate and adapt to change

Even with a well-developed strategy based on a thorough understanding of the local context, projects will need to adapt to change, including events that are out of a project's control. In each CLEAR II country, the project faced significant events outside the project's control. Changes included elections, government restructuring, government staff turnover, natural disasters, forced political transition, and civil unrest. In each case, project staff had to find new ways to pursue CLEAR II goals.

6.1 Minimize the impact of government changeovers

To maintain momentum during and after elections, build relationships with government employees that are more likely going to stay in their roles after elections.

✓ BEST PRACTICE IN ACTION: NATIONAL ELECTIONS IN NEPAL

In 2017 and 2018, in the midst of the CLEAR II project, elections in Nepal led to a significant shift in government priorities. In the months leading up to the elections, political appointees in positions of power devoted more time and energy to their campaigns. Project staff struggled to keep the officials engaged.

"We had to adapt our strategy to meet our objectives," said Nepal's Country Coordinator. CLEAR II staff focused on further engaging career government officials, who weren't as affected by election results, and collaborated with civil service organizations. The project focused on project goals that didn't require additional approval from high-level officials engaged in re-election campaigns.

6.2 Adapt project activities in the face of external challenges

✓ BEST PRACTICE IN ACTION: ADAPTING TO NATURAL DISASTER AND GOVERNMENT TRANSITIONS IN NEPAL

In 2015, just after the CLEAR II kick-off event, the Gorkha earthquake devastated the country, killing 9,000 people and damaging or destroying hundreds of thousands of homes. CLEAR II staff immediately realized that the tragedy called for a change in approach. Children are one of the most vulnerable groups in the aftermath of a natural disaster. Without protection, children fall prey to human trafficking, forced labor, and the worst forms of child labor.



The CLEAR II project engaged with nearly **950 government officials**

The project engaged the Government of Nepal and found that child labor prevention could play a role in disaster recovery plans. CLEAR II connected with Panauti Municipality, whose mayor was passionate about eliminating child labor from his community. CLEAR II collaborated with the municipal government to identify gaps in its disaster risk management plan. Child labor issues were mainstreamed into the disaster risk management plan which was then formally endorsed by the municipality.

7. Allow sufficient time for change

Implementers and donors should work closely with government partners to develop realistic timelines for government strengthening activities to end child labor. Implementing organizations must invest time to understand the local context, build political will, and garner local support. In countries with democratically elected governments, project staff must ac-

count for how long democratic processes take. The project will need time to gain support from different branches of government and key elected officials.

❓ QUESTIONS TO ASK DURING PROJECT DESIGN

- How long does it typically take for the government to make changes? Adopt policies? Change legislation?
- When and how long are election cycles?
- What is the level of interest in child labor among civil society and other local stakeholders? Does the project need an awareness campaign to build public support?
- Will project activities require high-level approval from the donor government and/or the host government? If so, how long might it take to get that support?

✓ BEST PRACTICE IN ACTION: FOUR-YEAR PROJECT | NEPAL

The country where CLEAR II operated the longest was Nepal; as a result, the project achieved the most there. Over four years, the project staff had time to develop strong relationships with many different government officials and other NGOs. “The best impact might be Nepal because we were there the longest,” said Verité’s Labor Inspectorate Specialist.⁹ The Lawyers Without Borders country manager for CLEAR II explained why longer projects achieve more. “It’s important to build relationships and work like this takes time. If you are willing to put in the time and effort you can get a lot done.”¹⁰ To date, Nepal has seen the most progress on CLEAR II goals out of all six countries.

✦ LESSON LEARNED: ONE-YEAR PROJECT | JAMAICA

CLEAR II only worked in Jamaica and Panama for about a year, so results were more modest. In Jamaica, the Legislative Reform Committee drafted hazardous and light work lists (HWL/LWL) for inclusion in the Child Care and Protection Act, but they have not yet submitted the recommended lists for official review. CLEAR II trained labor inspectors in training-of-trainers workshops, and the government began drafting a National Action Plan with CLEAR II support. Interviewed government officials felt that the project wasn’t long enough. “We needed more time,” said a Jamaican Regional Director for the Ministry of Labour.¹¹

B. RECOMMENDATIONS FOR GOVERNMENT ENGAGEMENT

This section describes the CLEAR II team’s key recommendation to operationalize best practices in government engagement. The team recommends creating a plan for engagement and advocacy.

During extensive debriefings, CLEAR II staff discussed how they would approach government engagement in a new project, based on what they learned from CLEAR II. The case studies that informed this manual, conducted by independent consultants, consistently cited the need to strengthen advocacy and awareness-raising activities to gain support for action against child labor. The project engaged deci-

sion-makers and other stakeholders, but could have benefited from a detailed strategic plan.

CLEAR II used many of the approaches described below, but not across all activities in all countries. The team recommends that future projects use these recommendations to engage government and other local stakeholders strategically, beginning in the project design phase.

1. Create a plan for strategic engagement and advocacy

To effectively engage government officials and institutions, the CLEAR II team recommends creating, implementing, and continually revising a strategic plan (long-term goals) and plan (short-term activities and outcomes) to engage key decision-makers and advocate for change. Engagement and advocacy activities should target the government officials who have the power to change policies and practices, especially heads of committees responsible for reviewing and approving new legislation and officials with budget authority.

1.1 Use assessments as the basis for a plan

The team recommends that future projects use assessments like pre-situational analyses as the starting point for a plan. At the beginning of the CLEAR II project, Winrock commissioned a thorough pre-situational analysis in each country. Each analysis summarized child labor in the country, mapped stakeholders, and assessed capacity in key government institutions.

The CLEAR II team recommends reviewing pre-situational analysis as a team and creating a detailed plan. The plan should name the specific individuals, institutions, and resources the project will engage, how it will engage them, who will do it, when, and how often.

1.2 Use pragmatic analysis tools

Political economy analysis is a method for identifying the most practical, efficient policies or other strategies to solve a problem in a given context. Applied political economy analysis (PEA) uses a politically aware, problem-based approach. The goal is to

9 Cox, Lisa. (Labor Inspectorate Specialist, Verité.) Personal interview with Gretchen King.

10 Webster, Hayley. (Country Manager, Lawyers Without Borders.) Personal interview with Gretchen King.

11 Morris, Angella. Phone interview with Gretchen King.

CHAMPION FOR THE CAUSE

PAULA HENDER | BELIZE

As chair of the Legislative Review Committee in Belize, Paula Hender led much of the effort to develop legislative recommendations including amendments and Hazardous Work Lists and Light Work Lists. The lists have never been a part of Belize law and will be an important step once passed. As the Crown Counsel for the Attorney's General Ministry and an attorney, Ms. Hender has an important perspective on how legislation can reduce child labor and what the legal possibilities are with Belizean law. As the LRC Chair the other members looked up to her for guidance, and leadership within meeting discussions and recommendations.



Ms. Hender is dedicated to her work, often staying past 5 pm. "I take my work very seriously and feel if you commit to something you should do it well," said Ms. Hender. Additionally, she has always had a personal interest in advocating for and protecting human rights. Protecting children from exploitive and hazardous labor aligns with her overarching support for human rights work.

identify which policies and strategies are most likely to solve a specific problem.¹²

Using a pragmatic approach helps project implementers and government partners find efficient solutions and adapt to change. Project leaders need to understand how things work in a country, who the key decision-makers are, how decisions are made, and how long processes take.

Projects designed with PEA use a strategic and pragmatic approach based on existing systems, focus on what is politically feasible, facilitate coordination, and create space for locally-owned collective action¹³.

The CLEAR II program adapted its initial strategies to the on-the-ground realities in each country, but starting with a plan based on political economy analysis or a similar pragmatic tool could potentially have resulted in more efficient course corrections.

1.3 Identify key decision-makers

During the assessment and project design phase, identify the government officials who have the power to develop, approve, implement, and fund activities related to child labor, as well as all individuals who must review and approve legislative reforms.

🔑 KEY QUESTIONS FOR IDENTIFYING DECISION-MAKERS

- Who must approve new or amended policies, laws, and regulations?
- Who must approve new activities?
- Who must approve strategies and action plans?
- Who has the authority to allocate funds?

1.4 Create a specific engagement strategy for each decision-maker

Create a tailored engagement plan to reach out to each key decision-maker, raise awareness about the project, and establish a consultative feedback loop. Work to gain a deep understanding of the roles different government officials play, the relationships among officials, and how each person takes action, makes decisions, and recommends changes in their sphere of influence

To plan the best approach for each individual, consider their role, priorities, and networks. Influence mapping—a method for identifying the people who influence an individual—can help determine the best way to reach a given decision-maker. Often, career

¹² Fritz, Verena; Levy, Brian. 2014. *Problem-Driven Political Economy in Action: Overview and Synthesis of the Case Studies*. Problem-Driven Political Economy Analysis: The World Bank's Experience. Directions in Development - Public Sector Governance. © World Bank. Creative Commons Attribution CC BY 3.0 IGO

¹³ Menocal, Alina Rocha et al. 2018. *Thinking and Working Politically through Applied Political Economy Analysis: A Guide for Practitioners*. USAID Center of Excellence on Democracy, Human Rights and Governance.

civil servants with technical expertise are well-placed to influence their superiors, especially new directors who join ministries after elections.

Try different approaches to find out what works in the local context, and for each decision-maker. Suggested activities:

- Meet with officials one-on-one. Share information about project activities. Ask if they'd like to get involved.
- Invite key government officials to attend project training and validation workshops.
- Share outreach materials tailored to the stakeholder's interests and role in child labor issues.
- Distribute child labor reports, government-approved assessments, and other data-driven project documents.
- Present progress reports periodically in face-to-face, one-on-one meetings with government officials.
- Empower mid-level civil servants, the technical experts who remain in their positions during government changeovers, with information, skills, and materials to raise awareness and advocate for child labor issues within their ministries.

1.5 Map key non-government stakeholders and funding streams

Collaborating with NGOs, civil society groups, joint initiatives, and other non-government stakeholders can amplify a project's impact. Stakeholder mapping could have helped CLEAR II connect regional governments with support for their regional action plans, especially by opening up funding streams for implementation activities.

As part of the pre-project planning phase, learn about the NGOs, civil society organizations, and initiatives working to address child labor. Include organizations working at the sub-national level. Assess each organization's mission and activities for overlap with project priorities.

Use network resource analysis or another mapping technique to understand the roles and relationships among the organizations. Identify areas for collaboration, promising partners, and opportunities to leverage resources. Create a list of key potential collaborators and include them in the plan for engagement.

1.6 Strengthen capacity in advocacy and awareness-raising

Strengthen capacity among project partners and participants to advocate for actions to eliminate child labor. People within government are ultimately the best advocates for change, but they may need training or technical support to play an advocacy role. Key stakeholders interviewed identified advocacy as a key area to strengthen. Members of legislative review committees recognized the importance of engagement and advocacy, because they saw legislative reforms stall without it.

To advocate for eliminating child labor, individuals need accurate information, public-speaking skills, and a clear understanding of what motivates the individual or group. CLEAR II recommends providing training in basic advocacy skills for project partners, internal champions for change, and other interested participants.

To help participants gain confidence, co-facilitate one-on-one meetings with government officials. Pair experienced champions for the cause with civil servants new to advocacy and awareness-raising.

1.7 Strengthen systems for identifying funding

Strengthen local capacity to identify and access funding. Ongoing funding is critical for sustaining activities after a project ends. In focus groups and interviews with case study researchers, many of CLEAR II's local partners and other stakeholders cited a need for assistance mobilizing resources. Few had experience identifying and requesting funds. Government officials weren't sure how to identify possible sources of funding in the national budget.

★ LESSON LEARNED: FUNDING FOR LABOR INSPECTOR TRAINING | BURKINA FASO

In Burkina Faso, CLEAR II's government partners hope to continue training labor inspectors and support regional action plan implementation, but the government hasn't fully allocated funds for the activities yet. One labor inspectorate official said he would "make a plea to partners for possible [financial] support." Building internal government capacity to identify and allocate funds would help sustain project activities over the long term.

1.8 Use ongoing feedback loops to report on progress, solicit input, and build support

Engage key decision-makers early and often. Work with partners and allies both within and outside gov-



ernment to engage all relevant ministries, departments, and offices through periodic consultation. Use feedback loops to provide updates, seek input, and validate strategies.

Engage with the individuals who will eventually need to approve legislative reforms or action plans while those documents are still under development. Distribute drafts to key stakeholders and invite comments. Report periodically on project activities at meetings of relevant groups and committees.

★ LESSON LEARNED: BUILD SUPPORT FOR REFORMS WHILE THEY'RE STILL UNDER DEVELOPMENT | LIBERIA

Liberia's Legislative Reform Committee devoted most of its time to drafting Hazardous Work Lists and Light Work Lists for the proposed Decent Work Act. After submitting the lists to the Ministry of Labor, however, committee members realized they should have spent more time raising awareness on child labor issues among key decision-makers. They had earned support from the Minister of Labor but not the other cabinet members who must approve the legislation. CLEAR II staff expect the legislation to pass eventually, but proactive engagement would have increased the likelihood of success.

1.9 Continually raise awareness about child labor

Use engagement activities, including feedback loops with key decision-makers, to raise general awareness about child labor. In all six countries, CLEAR II staff and their local partners encountered government officials, civil society representatives, and employers who viewed child labor as a normal, even positive activity. Ideas about children and work are often based on deeply held cultural beliefs, and those beliefs can hinder efforts to protect children.

Use regular meetings, visits, and calls to raise awareness. Share factual information. During training workshops, CLEAR II found that labor inspectors, employers, and others changed their opinions readily when presented with factual information about the effects of child labor. Raising awareness can build support not just for project activities, but for all efforts to eliminate child labor.



V. BEST PRACTICES BY PROGRAM INTERVENTION

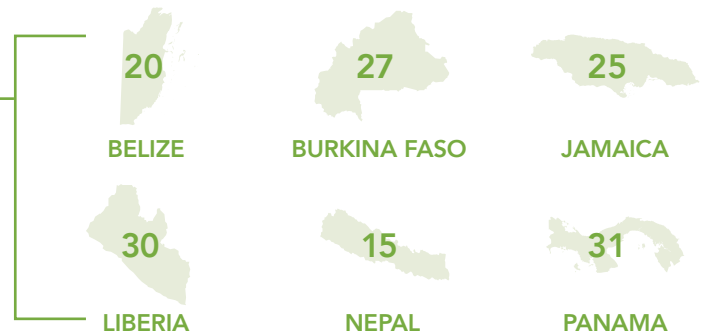
The following four chapters describe best practices, lessons learned, and recommendations from each of the following CLEAR II interventions:

- Strengthening the labor inspectorate
- Legislative reform
- Development of local implementation plans to implement National Action Plans
- Private sector engagement

Many of the best practices relate closely with the general best practices in government engagement. These chapters provide interventions-specific lessons and recommendations for implementers designing interventions in one of these areas.



CLEAR II trained nearly **150 lead government and civil society trainers** to continue training government staff and stakeholders on child labor identification, monitoring, prosecution, and/or enforcement



A. LABOR INSPECTORATE STRENGTHENING

“Labor inspectorate” is an umbrella term used to describe all government agencies and bodies responsible for labor inspection.¹⁴ Involving the labor inspectorate in child labor efforts is crucial. Labor inspectors are the front-line government officials responsible for identifying child labor, collecting evidence, and reporting it.

The CLEAR II project conducted labor inspectorate strengthening activities in Belize, Burkina Faso, Liberia, Nepal, and Panama. (In Jamaica, labor inspectors participated in training designed for prosecutors.) Training and capacity-building were the core activities. Despite the differences among the countries, the project used a similar approach: developing a country-specific child labor inspection curriculum, providing training-of-trainers workshops to build a cadre of peer trainers, and facilitating child labor inspection training workshops.

This chapter focuses on experiences strengthening the labor inspectorate in Nepal, the country where CLEAR II worked the longest (four years). Findings are based primarily on 28 interviews with key government officials, CLEAR II staff, and non-government stakeholders involved in the CLEAR II project in Nepal.

In Nepal, few child labor projects have worked to strengthen the labor inspectorate. According to key informants and stakeholders in Nepal, nearly all programs addressing child labor focused on either prevention (through support programs for families) or rescuing and rehabilitating children. Few projects

have focused on strengthening child labor inspection and prosecution. Interviewed stakeholders said that CLEAR II’s labor inspectorate strengthening activities targeted a critical need.

CLEAR II partnered with Nepal’s Ministry of Labour, Employment and Social Security (MoLESS), particularly the Department of Labour and Occupational Safety (DoLOS). CLEAR II also engaged key government agencies in law enforcement and prosecution at the national, provincial, and municipal levels: the Women, Children Service Centers of Nepal’s Police Department, Office of the Attorney General, and Labor and Employment Offices. Together, CLEAR II and its government partners addressed three problems in the labor inspectorate:

- Gaps in knowledge and skills in child labor inspection
- Infrequent and inconsistent training
- Gaps in coordination between labor inspectors and other law enforcement agencies

1. Design activities around government needs and priorities

At the beginning of the project, CLEAR II’s labor inspectorate specialist met with and listened carefully to government officials in the labor inspectorate and other ministries. What became apparent was the Nepalese government’s desire to focus on law enforcement in child labor. Labor inspectors had lim-

¹⁴ Article 3 of ILO convention on Labor Inspection, 1947 (No. 81)



CLEAR II Nepal: Bringing prosecutors and labor inspectors together to address child labor

Borders and Verité's project enhances government capacity to reduce child labor. In July 2017, the CLEAR II project, in partnership with the Nepalese Department of Labor and the Nepalese attorney general's office to implement two trainings that further prepared labor inspectors and public prosecutors to identify and convict child labor cases. According to the Bureau of International Labor Affairs, in Nepal 37% of children between the ages of five and fourteen were working in 2014.⁷ As the ones to identify and prepare cases against child labor abuses, the Nepalese labor inspectors and public prosecutors are key to eliminating child labor in Nepal.

CLEAR II Training

A priority area identified in earlier CLEAR II workshops with labor inspectors was improving the partnership between labor inspectors and public prosecutors. Based off these workshops, CLEAR II partner, Lawyers Without Borders, developed the training, "Building Good Child Labor Cases for Prosecution," to bring together labor inspectors from the central and district inspectorates and public prosecutors in the attorney general's office to

Country Level Engagement and Assistance to Reduce (CLEAR)
Department of Labor
Winrock International



To date, trained trainers have gone on to train and sensitize over **850 stakeholders** from government, civil society, private sector, and schools

limited experience with evidence collection, for example, making it difficult for police and prosecutors to build cases against employers who used child labor. Government officials requested help improving labor inspectors' skills and ability to work with prosecutors.

In response, CLEAR II developed a special training workshop around prosecution, in addition to its core training for labor inspectors. CLEAR II partners Verité and Lawyers Without Borders collaborated with government to develop targeted materials and resources to supplement the labor inspection curriculum. In addition, CLEAR II facilitated coordination by supporting a small committee composed of officials from labor and justice ministries. By adapting project interventions to meet the government's top priority, CLEAR II earned the government's trust and promoted local ownership.



Inspector
को कार्यालय

कार्यक्रम



बालश्रम परिघटना (Child Labor Scenario)

तपाईंलाई सुन्नु थियो कि एक महिलाले भुयानबाट जरी उद्योग जस्तो लाग्ने कुनै कारखानामा बालबालिका देखेको भनी एक उजुरी प्राप्त भयो। तपाईं विहान ११ बजे अनुसन्धानको लागि त्यहाँ जाँदा देखेको जस्ता देखिने चारजनाका अतिरिक्त बालबालिका जस्ता देखिने बाइजना थिए र प्रयोगमा रहरहेको जस्तो देखिने १५ जना मर्मिसले काम गर्ने ठाउँ थियो। धेरैजस्तो काम गर्ने ठाउँ कोचिचिएर बस्नुपर्ने अवस्थाका थिए। तीनजना बालबालिकालाई हल्का काटेको घाउ थियो र एकजनाको धेरै चोटपटकहरू थियो।

जरी उद्योगको मालिकाले सबै कर्मचारी बचस्क भएकोमा जोड दिए।

2. Create a government-owned child labor inspection curriculum

When researchers asked CLEAR II stakeholders in Nepal to name the project's most important accomplishment, every respondent—from project staff to stakeholders across government—cited the child labor inspection curriculum and facilitator's guide. Government officials from MoLESS, DoLOS, Labor and Employment Offices, and local government praised the curriculum and shared plans to continue to use it. Workshop participants described the curriculum as comprehensive and relevant to their jobs. The curriculum is the first of its kind in Nepal.

2.1 Begin with a comprehensive, research-based core curriculum

In each country, the CLEAR II team adapted a core set of comprehensive, research-based child labor material to the local context. The core curriculum has five modules, that contain lessons, case studies, exercises and tools to help inspectors better identify, eliminate and prevent child labor.

CLEAR II CHILD LABOR INSPECTION TRAINING CURRICULUM

Module 1: Definitions and Legal Frameworks

- Child work vs child labor, hazardous work, light work, worst forms of child labor, trafficking, and forced labor
- Importance of decent work for healthy youth development
- Child labor in Nepal
- International standards, national policies and laws

Module 2: Role and Responsibilities of Labor Inspectors

- Requirements for data collection, recording, and reporting child labor violations
- Coordination and collaboration with other stakeholders
- Strategies for overcoming challenges faced by labor inspectors in day-to-day work

Module 3: Identifying Child Labor

- Role of inspection in identifying the most vulnerable groups of children as well as sectors where child labor is most prevalent
- Methods for age verification, interviewing children and adolescents, using child labor monitoring systems

Module 4: Eliminating Child Labor

- Different approaches for taking appropriate action, conducting task mapping and risk analysis, and Rescue, Reintegration, and Rehabilitation

Module 5: Preventing Child Labor

- Importance of child labor prevention
- Ways to raise awareness among concerned actors and stakeholders
- Formalizing businesses in the informal sector
- Engaging with the private sector, promoting corporate social responsibilities (CSR)

2.2 Create a country-specific curriculum in collaboration with stakeholders

Labor inspectors need information and tools specific to the environment they work in. Child labor takes many forms, and laws and policies vary by country. CLEAR II created a country-specific curriculum for each of the five countries where the project conducted labor inspectorate training.

In Nepal, the CLEAR II labor inspectorate specialist adapted the core curriculum to Nepal after researching the national policy framework, laws, child labor issues, and stakeholder roles and responsibilities in combatting child labor. The CLEAR II team solicited feedback on the draft curriculum from MoLESS and DoLOS, and incorporated the input from this consultative process.

2.3 Revise the curriculum as needed

CLEAR II revised the approved curriculum after Nepal's child labor inspection training-of-trainers workshop (described in the section that follows.) At the end of the workshop, ToT participants reviewed the training curriculum, facilitator's guide, and resource/reference materials, and offered their feedback and recommendations. After incorporating participants'

suggestions, CLEAR II produced a revised version of the curriculum for future workshops.

In 2019, CLEAR II revised the curriculum again to reflect significant changes in government structures, policies, and laws under Nepal's newly adopted constitution.

3. Use training-of-trainers (ToT) workshops to build a cadre of trainers within the labor inspectorate

Training helps individuals gain knowledge and skills, but without an internal training system, the knowledge and skills leave the organization when the trained individuals do. CLEAR II's approach to labor inspectorate strengthening is based on a training-of-trainers approach. By training a group of experienced labor inspectors to train others, CLEAR II enhanced government training systems, increasing the likelihood of sustainability.

In Belize, Burkina Faso, Liberia, Panama, and Nepal, CLEAR II's labor inspectorate strengthening intervention began with a training-of-trainers (ToT) workshop. Beginning with the ToT builds internal training skills. ToT workshop graduates can help facilitate sessions



during all subsequent training workshops, eventually gaining the confidence to train others on their own. These trained trainers will continue training others beyond the completion of CLEAR II

In Nepal, DoLOS and CLEAR II jointly facilitated a four-day ToT workshop. The workshop developed a cadre of ten trainers and resource persons within Nepal's labor inspectorate (MoLESS, DoLOS, and national and local Labor and Employment Offices). Seven out of the ten graduates of the ToT workshop co-facilitated at least one session in subsequent training workshops. As of June 2019, the end of the CLEAR II project, the cadre of trained trainers was still involved in child labor inspection trainings.

3.1 Conduct a labor inspection training needs assessment

Before conducting a training-of-trainers workshop, CLEAR II conducted pre-training assessments of knowledge and skills among labor inspectors in the country. The CLEAR II Labor Inspectorate Specialist developed training sessions, materials, and resources based on local needs.

3.2 Create a dedicated facilitator's guide

In addition to the main curriculum, CLEAR II produced a facilitator's guide for the training-of-trainers (ToT) workshop. CLEAR II trainers used the facilitator's guide to train participants, who in turned used the guide to facilitate their own training sessions. The user-friendly guide includes all the materials and resources necessary to teach each session in the child labor inspection curriculum. Stakeholders praised the facilitator's guide alongside the training curriculum.

3.3 Select participants likely to remain in the labor inspectorate

Work with government partners to identify the best

individuals to participate in the training-of-trainers workshop. The training-of-trainers approach will only build internal capacity if most of the trained trainers remain in the ministry to share their knowledge and skills with others.

Select participants who have served in their positions longer than most, preferably five years or more. Choose non-political officials who are less likely to leave during government changeovers. Look for motivated people committed to eliminating child labor in their country. Make sure stakeholders understand that the people they send to the ToT workshop must have the authority to train others when they return to their offices.

3.4 LESSON LEARNED: ESTABLISH CLEAR EXPECTATIONS IN ADVANCE OF THE WORKSHOP

Set out clear expectations by providing terms of reference to ministries and prospective participants. Explain the training format to stakeholders; make sure they understand that the same individuals must attend all days of the workshop. (In Nepal, some stakeholders sent different individuals to attend different days of the same training.)

When recruiting individuals, make it clear that ToT graduates will not be expected to take on new job responsibilities. Some participants feared they would be asked to provide regular, three-day workshops to co-workers on top of their other responsibilities. Emphasize that trainers can provide in-service training in short sessions spread throughout the year. The title "trainer" represents a set of new skills and expertise, not a time-consuming new job function.

DIRECTORATE OF THE FIGHT AGAINST CHILD LABOR | BURKINA FASO

Burkina Faso's Directorate of the Fight Against Child Labor (DLTE) is the Ministry of Labor's national technical unit on child labor issues. Comprised of up to ten labor inspectors and the director, the directorate is responsible for drafting, coordinating, and monitoring Burkina Faso's child labor policies. The directorate was critical to the project's success. According to the CLEAR II team, "Without DLTE's constant support and collaboration, we would not have been able to carry out project activities at the national or regional levels. Their engagement was critical."

At the national level, DLTE led efforts to endorse the National Strategy on Worst Forms of Child Labor and the accompanying operational plan. DLTE worked closely alongside CLEAR II to finalize national procedures and tools to monitor child labor, bring stakeholders and ministries together for validation, and provide feedback to continually improve the guidelines and tools. At the regional level, DLTE connected CLEAR II to Regional Directors, which enabled the project to support regional efforts to monitor and inspect child labor and to create implementation plans to roll out the National Strategy. DLTE took the lead in bringing key stakeholders together. The directorate co-facilitated meetings, trainings, and workshops. DLTE's leadership enabled the project to strengthen government systems to fight child labor across levels of government, a hallmark of the project's work in Burkina Faso.

3.5 Evaluate the workshop and curriculum content with participants

Conclude the ToT workshop by reviewing and evaluating the workshop with participants. As both training recipients and would-be trainers themselves, ToT participants can provide valuable insights.

At the end of the four-day workshop in Nepal, participants reviewed the curriculum, training sessions, and resource materials and provided suggestions for improvements. CLEAR II's curriculum developer incorporated the feedback and revised the curriculum, resulting in a better tool for future training workshops.

3.6 Support new trainers

In Belize, newly trained labor inspectors left the ToT workshops energized and confident. When they began preparing to facilitate their own workshops, however, the newly trained trainers contacted CLEAR II for additional support. ToT evaluation respondents requested sessions on public speaking skills.

In Nepal, where CLEAR II worked with the labor inspectorate for four years, newly trained trainers had many opportunities to co-facilitate sessions with experienced trainers. As a result, ToT graduates began conducting training without CLEAR II support before the project ended.

4. Conduct child labor inspection training workshops

Most government officials were initially open to labor inspection training, but it was the training workshops themselves that won widespread support for the activity. High-level government officials who participated in the workshops took ownership of the curriculum and planned in-service training around it. The Director of Nepal's Department of Labour and Occupational Safety explained, "We have realized the urgency of conducting inspection and monitoring in the field level. In this regard, the curriculum would serve as a good resource material for DoLOS for capacity building of concerned officials."¹⁵

4.1 Focus on practical skills

Training participants valued the sessions on practical skills the most. Labor inspectors interviewed by the research team cited the following sessions as the most helpful: interviewing children, conducting vulnerability assessments, collecting and preserving evidence, prosecution, and children's rescue and rehabilitation. Workshop participants requested more information on these topics and requested local examples from Nepal.

¹⁵ Gupta, U. (2019, May 15). Personal interview.

★ LESSON LEARNED: INCLUDE REAL-WORLD EXAMPLES FROM THE LOCAL CONTEXT

Several training workshop participants requested more information about how the different topics applied in their country. Participants requested examples based on real cases of child labor in Nepal; some suggested a field visit to a factory or other work site.

4.2 Lesson Learned: Provide a full three-day training-of-trainers workshop

The curriculum is flexible: trainers can tailor sessions to the needs, expectations, and experiences of participants. CLEAR II found, however, that workshops needed to be at least three days long. In Pokhara and Nepalgunj, organizers condensed the three-day workshop laid out in the curriculum into a one-day training. Participants in the one-day training reported that time was too limited to learn the material.

4.3 Lesson Learned: Use facilitators fluent in the local language

Language was a barrier in English-language training sessions. Whenever possible, use facilitators who can provide trainings in participants' preferred language. CLEAR II's training in Nepal was facilitated by an English speaker with a standby interpreter. Real-time translation helped participants when language

became a barrier, but it was time consuming, limiting the amount of material that could be covered.

For technical training, make sure the translator knows the subject and the terminology. A participant in the joint training for prosecutors and labor inspectors noted that the translator at his workshop didn't have a legal background, so the translations were difficult to follow.

5. Promote government ownership

From the beginning of its work in Nepal, CLEAR II designed labor inspectorate strengthening activities around government ownership. By focusing on the government's needs and priorities, and consulting regularly with government stakeholders, the project ensured government ownership of the curriculum and training program.

5.1 Promote government endorsement and ownership of curriculum

The government of Nepal adopted the curriculum a year before the project ended. In May of 2018, the Secretary of MoLESS officially adopted the child labor inspection curriculum at an event in Kathmandu. DoLOS has uploaded the curriculum and the facilitator's guide (both Nepali and English versions) to the Ministry of Labour's website¹⁶. MoLESS and DoLOS report that they will incorporate the CLEAR II training curriculum into their in-service training for labor inspectors and others. They will also encourage NGOs and other stakeholders to use the curriculum as resource materials in their training. The letter of intent signed by MoLESS and CLEAR II establishes the government's plan for the curriculum:

"MoLESS will own the child labor inspection curriculum by incorporating it into its annual training or orientation plan to raise awareness on child labor issues for eliminating all forms of child labor as per National Master Plan."

In a personal interview with researchers, a MoLESS official described the ministry's commitment to using the curriculum for ongoing training: "MoLESS would express its commitment to use the curriculum developed by CLEAR II to conduct training of labor inspectors and other concerned officials. [We] have to reach as many officials and other stakeholders as possible to mobilize them with a strong knowledge base to eliminate child labor in the country."



16 www.dol.gov.np/

5.2 Engage high-level government officials as facilitators

Government officials played active role in labor inspection and law enforcement training workshops. Senior labor inspectors and trained trainers from MoLESS and DoLOS led sessions on Nepalese laws governing child labor as well as rescue and rehabilitation. The trainers also facilitated group work sessions and role play activities.

5.3 Encourage integration of training into child labor action plans

Governments can institutionalize their commitment to labor inspectorate capacity building by integrating training plans into national and regional action plans. CLEAR II supported labor ministries in advocating for child labor inspection training in action plans.

✔ BEST PRACTICE IN ACTION: INTEGRATING TRAINING INTO THE NATIONAL MASTER PLAN | NEPAL

Nepal's National Master Plan on Child Labour (2018-2028), approved in part due to CLEAR II's technical assistance and awareness raising, includes labor inspector training and other capacity-building activities. The Master Plan estimates that capacity building will cost \$317,000 (NPR 35.5 million). The Government of Nepal plans to mobilize \$131,000 (NPR 14.5 million) of the total amount from development partners.

✔ BEST PRACTICE IN ACTION: LABOR INSPECTOR TRAINING IN REGIONAL ACTION PLANS | BURKINA FASO

In Burkina Faso, government ToT participants went on to train labor inspectors in two different regions, and other government enforcement personnel in an additional two regions. Regional governments saw the benefit of the training program, so they incorporated labor inspectorate training into their regional action plans (supported by a concurrent CLEAR II intervention). The government's proactive approach is likely to sustain labor inspection training at the national and regional levels in Burkina Faso after the CLEAR II project ends.



6. Improve coordination between labor inspectorate and law enforcement

Effective prosecution of child labor cases requires coordination between labor inspectors, police officers, and prosecutors. In Nepal, CLEAR II worked to connect government officials and workers in the labor inspectorate with those in law enforcement and prosecution, particularly the Office of the Attorney General.

When CLEAR II began, Winrock and Verité found very little evidence of collaboration between the Labour and Employment Office and the Office of the Attorney General (which has district-level offices), Nepal Police's Women and Children Service Centre, or local government. These agencies should be supporting the labor inspectorate. The Office of the Attorney General, for example, has a mandate to provide legal advice to all government offices. Any agency can contact the Office of the Attorney General or Office of the District Attorney for legal and procedural guidance in investigation, collecting evidence, filing cases, and improving prosecution. CLEAR II worked with these groups to improve coordination.

6.1 Convene coordination meetings

The project organized a series of coordination meetings, encouraging the agencies to find consensus on coordination, information sharing, and mutual and support. The meetings created an avenue for joint capacity building to promote more systematic and better coordinated prosecution of child labor cases.

6.2 Provide joint training on child labor inspection and prosecution

CLEAR II facilitated skill building, information-sharing, and coordination among the individuals responsible for child labor inspection, investigation, prosecution, and enforcement. CLEAR II and its government part-

ners jointly conducted two Prosecution and Inspection of Child Labor training workshops in Kathmandu. A total of 79 labor inspectors, prosecutors, police officers, and others participated.

During the three-day joint training Building Strong Child Labor Cases for Prosecution, labor inspectors, police officers, and prosecutors gained critical knowledge and skills. Participants learned about the child labor prosecution process in Nepal, how to interview victims and witnesses, and evidence collection and chain of custody.

Joint training workshops proved very successful in building mutual understanding, trust, and respect between the labor inspectorate and law enforcement. Inspectors developed one-on-one connections with police officers, and vice versa.

6.3 Facilitate a framework for cooperation

The labor inspectors, police officers, and prosecutors who attended CLEAR II's Building Strong Child Labor Cases for Prosecution workshop created a practical framework for what labor inspectors and prosecutors can expect of one another, and how they should work together.

FRAMEWORK FOR REGIONAL COOPERATION BETWEEN INSPECTORS AND PROSECUTORS (NEPAL)

What inspectors can expect from prosecutors

1. Prosecutors should work with the labor office from the beginning of an investigation to provide legal advice on what evidence is needed to support the allegations in court.
2. Prosecutors should work with the labor office to determine whether there are any associated crimes, such as human trafficking, sexual exploitation, etc.
3. Prosecutors should provide assistance and advice on drafting charge sheets that follow all rules and regulations which are required by the law.
4. There should be continuous communication and collaboration between the inspectors and prosecutors in each district as per the needs of the case. Communications can happen during official office hours or after hours.
5. Prosecutors should conduct training for inspectors to strengthen investigation and reporting techniques.

6. Prosecutors should keep the labor officers informed about the progress of the case and the decisions being made.

What prosecutors can expect from inspectors

1. Inspectors should strengthen evidence collection methods and follow all best practices, guidelines and laws to strengthen cases in court.
2. Inspectors should ensure that chain of custody rules for evidence are followed.
3. Inspectors should make direct contact with victims and witnesses and record their statements accurately.
4. Inspectors should take accurate statements from the accused.
5. Inspectors should provide prosecutors with a separate note which provides their own opinions or theories on the case.
6. Inspectors should recommend how best to provide protection to the victims.
7. Inspectors and prosecutors should review all active cases together on a monthly basis.

Joint Efforts

1. Inspectors, prosecutors, and other stakeholders working on child labor in each district should form a task force to work together on these cases.
2. Prosecutors and inspectors should work together to identify the factors that make a strong child labor case and result in convictions.

6.4 Convene a task committee to promote coordination

CLEAR II helped the Government of Nepal form a four-member task committee to coordinate child labor efforts across the labor inspectorate and the justice department. Two members represented MoLESS (DoLOS and the Labor and Employment Office) and two represented the Office of the Attorney General (including its corresponding district-level offices).

In its initial meeting, the task committee identified a nine-point action plan for coordination. Since then, committee members have been holding informal discussions about the respective responsibilities of MoLESS and the Office of the Attorney General.



7. Sustainable Outcomes

7.1 Cadre of active trainers in government

148 lead trainers throughout CLEAR II countries were trained by the project through training-of-trainers workshops. By facilitating sessions alongside CLEAR II's trainers and specialists, ToT graduates gained confidence in their training abilities and became more familiar with the curriculum and facilitator's guide.

7.2 Ongoing, government-sponsored training

In all countries where CLEAR II conducted training-of-trainers workshops, the labor ministries have since conducted (or plan to conduct) their own training without CLEAR II assistance.

- In Nepal, government trainers trained by CLEAR have gone on to train nearly 120 stakeholders representing local government, civil society, and the private sector in five independently organized trainings throughout the country. In Panauti Municipality, ToT graduates trained social mobilizers to identify and address child labor in their community.
- In Burkina Faso, training supported by CLEAR II reached more than 300 inspectors, government, and private sector stakeholders. After CLEAR II's training-of-trainers workshop, trained government officials and inspectors went on to conduct regional training workshops. They planned and facilitated the workshops on their own, with

CLEAR II funding but no other support. ToT workshop graduates also conducted training for other government agencies.

- In Liberia, CLEAR II and the Ministry of Labor co-facilitated a training on child labor for 21 members of the Liberian Chamber of Commerce. Individuals from the Ministry who participated in the ToT presented several of the training sessions.
- In Belize, inspectors trained by CLEAR II have since trained more than 40 representatives from the private sector, and the Ministry has plans to conduct three one-day trainings on child labor in three regions of the country.
- In Panama, inspectors trained by CLEAR II have since trained more than 100 representatives from the Ministry, private sector. The Ministry has endorsed the curriculum and plans to conduct additional trainings on child labor in the next few months.
- In Jamaica, the Training of Trainers (TOT) curriculum for prosecutors has been adopted by the National Police Academy. This institution has agreed to include lectures from the TOT in its online training platform and to have the two training participants train others using the materials. This training will also be part of the program for new recruits and will be done ad hoc for current officers. Other government agencies that are planning to incorporate the materials into their ongoing work include CISOCA, ODPP, the Department of Corrections, Probation Officers, & OCA.



CLEAR II training curriculums have been formally institutionalized by governments in 6 CLEAR II countries

MAGALY VENEGAS AND GISELA CHAVEZ | PANAMA

Magaly Venegas is the head of the Department of Inspection of Minors within the Ministry of Labor. Her role is to mobilize and promote resources that address situations of child labor in Panama. Additionally, her department identifies and refers cases of child labor. Ms. Venegas worked with CLEAR II and was an important part of its success in Panama, particularly related to the project's efforts to training inspectors within her department. Ms. Venegas is passionate about her job because she enjoys working with children and adolescents. Prior to her job with the government she worked with UNICEF addressing child protection issues. Her job now within the ministry enables her to continue to protect children. She describes her commitment to continuing the fight against child labor as: passion, commitment, transparency and attitude.

Gisela Chavez is a Labor Inspector within the Department of Inspection of Minors of the Ministry of Labor. She works to enforce Panama's existing laws regarding working conditions and to protect adolescent workers. Ms. Chavez worked closely with CLEAR II and participated in the a Training of Trainers session. The project helped her to identify ways to reduce child labor in her job. Gisela will continue working to reduce child labor long after the project because she wants to make a difference in the lives of needy and vulnerable children and help them stand up for their rights. "In the 21st Century there are children and adolescents working in dangerous jobs," said Ms. Chavez. As a result, she is committed to making institutional change in Panama through her day to day work as a child labor inspector.



7.3 Increased awareness and motivation

Training workshops increased not only knowledge and skills, but also awareness and commitment to fighting child labor. In evaluations, workshop participants reported feeling more prepared and motivated to act.

A ward chairperson in Panauti Municipality explained what he gained from the workshop: "I have been seeing children working in hotels and shops since time immemorial, but I had never talked directly to the employer or the child...until I got involved with the [CLEAR II child labor monitoring] process. I feared that if I wanted the child to be removed from labor, they would tell me to look after the child and his family. But now, since I am aware of the law, I dare to tell people not to break the law."¹⁷

SPOTLIGHT ON SUSTAINABILITY: LABOR INSPECTOR CURRICULUM AND TRAINING

In each CLEAR II country, the project team worked with a range of local stakeholders in and outside of the government to improve monitoring and enforcement of laws and policies related to the worst forms of child labor. When asked, both government officials and CLEAR II Country Coordinators, felt that the project activity or outcome most likely to be sustained was the use of newly developed training curriculums. Interviewees felt that knowledge gained during CLEAR II sponsored Training of Trainers events would enable labor inspectors to share knowledge with their colleagues and incorporate what they learned into their daily work. This will likely improve monitoring and enforcement efforts aimed at reducing child labor for years to come.

17 Thapa, B. (2019, April 18). Personal interview.



CHILD LABOR LEGISLATION, REGULATIONS, OR DIRECTIVES/GUIDELINES DRAFTED AND ENDORSED WITH CLEAR II SUPPORT

COUNTRY	DRAFTED	PROGRESS TOWARDS ENDORSEMENT
NEPAL	2	The Children's Act was endorsed in 2018, and the pending Child Labor Act is expected to be endorsed in 2019.
LIBERIA	4	All recommendations have been submitted to the Deputy Minister of Labor and are awaiting handoff to the Minister of Labor for review, who will then pass on to Cabinet.
BELIZE	15	All recommendations have been submitted to the Labour Advisory Board. The Ministry of Labor has pledged their commitment to moving the recommendations forward towards endorsement.
JAMAICA	1	The Permanent Secretary and Minister of Labor have been briefed on the Child Care and Protection Act, which includes both Light and Hazardous Work lists. MLSS is committed to moving the recommendations forward to be tabled in Parliament.

B. LEGISLATIVE REFORM

Legislative reform is a crucial part of efforts to eliminate child labor. Without adequate legislation, governments cannot hold perpetrators of child labor accountable, and employers who want to provide positive employment opportunities for older children aren't sure what's acceptable.

Lawyers Without Borders led CLEAR II's legislative reform activities. CLEAR II supported legislative reform in Belize, Jamaica, Liberia, and Nepal. In Nepal, where CLEAR II worked the longest, the project supported key amendments to the Children's Act and the Child Labor Act. The government officially endorsed the recommended amendments to the Children's Act in 2018, and as of June 2019, endorsement is pending for the Child Labor Act.

This chapter describes best practices, lessons learned, and recommendations based CLEAR II's legislative reform activities in Belize, Jamaica, and Liberia. CLEAR II supported legislative reform for two years in Liberia, one year in Jamaica, and one year in Belize. Focused groups of stakeholders in all three countries drafted and submitted recommended legislative reforms.

Except in Nepal, the project's timeline was too short to see recommended reforms through to adoption into law, but the governments of Belize and Liberia are actively reviewing multiple pieces of legislation/regulation submitted by CLEAR II-supported committees. The legislative reform committees and ministries of labor in each country are committed to pushing the process forward until the recommended

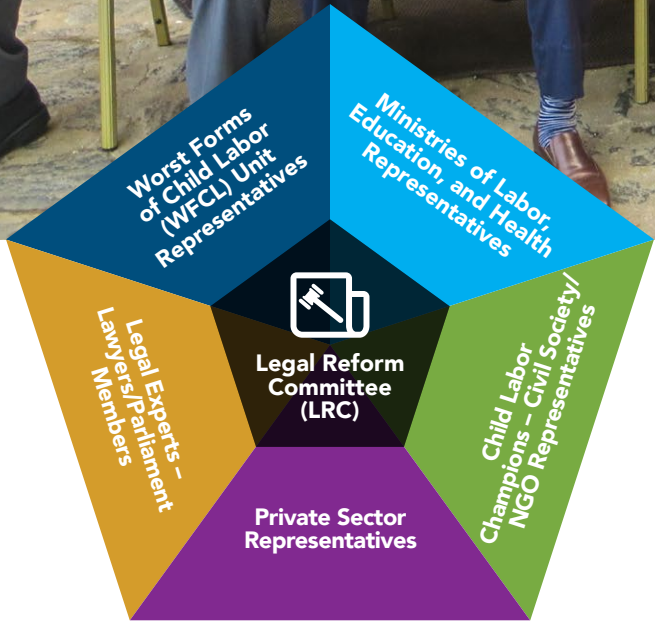
amendments are adopted/endorsed. The committee in Jamaica is preparing a briefing to gain support for its proposed reforms.

1. Collaborate with government to identify legislative priorities

Begin by working with each host country government to assess the national policy framework, identify gaps in legislation related to child labor, and set reform priorities based on the country's needs. Empower government stakeholders to lead priority-setting, and involve different levels of government throughout the process.

★ RECOMMENDED STRATEGIES FOR REVIEWING LEGISLATION AND RECOMMENDING REFORMS

- Work together with host country governments to understand government priorities, reform processes, and on-the-ground realities
- Gather information through face-to-face meetings with government officials
- Validate final reform recommendations with government partners, employers, workers' groups, and civil society as appropriate.



★ LESSON LEARNED: WORK TOGETHER WITH HOST COUNTRY GOVERNMENT OFFICIALS FROM THE BEGINNING OF THE LEGISLATIVE ASSESSMENT PROCESS

CLEAR II partner Lawyers Without Borders conducted the first assessment of national child labor legislation through desk research and then presented the results to national leaders for discussion. In reviewing the assessment with government, project staff realized that any recommendations for reform needed to account for on-the-ground realities in legislative review and approval. In response, LWOB experts worked with government officials to conduct interviews, consult local experts, and discuss the assessment.

For each subsequent assessment of a country's laws, LWOB experts involved government partners from the beginning of the process. This approach promoted government ownership of the review process, the final assessment, and ultimately, the recommended reforms.

2. Create a small, focused sub-committee of stakeholders

Reviewing, drafting, and recommending legislation is best accomplished by a small, committed, focused group of stakeholder representatives, as opposed to a large group of individuals with many different responsibilities.

✔ BEST PRACTICE IN ACTION: LEGISLATIVE REVIEW COMMITTEE I BELIZE

In Belize, members of the Legislative Review Committee (LRC) attributed their success to the committee's narrow focus. They said that since the committee was not responsible for other work, they could devote the entire agenda at each meeting to reviewing and drafting legislation related to child labor. The committee's focus also enabled them to keep to the ambitious timeline they set for reforms.¹⁸

2.2 Work through an established government structure

To promote government ownership and sustainability, work through existing government structures to organize a child labor legislative reform sub-committee.

The sub-committee should include stakeholders from outside the government but be housed in a well-established ministry or office.

✔ BEST PRACTICE IN ACTION: NASTOCL I JAMAICA

In Jamaica, CLEAR II partnered with the National Steering Committee on Child Labour (NASTOCL), housed in the Ministry of Labour and Social Security (MLSS). NASTOCL is a 24-member, multi-sectoral, multi-disciplinary standing parliamentary committee tasked with leading and overseeing the development of policies and programs to eliminate child labor in Jamaica. Working through NASTOCL ensures that tripartite consultations happen prior to submitting recommendations to parliament, and its status as a standing parliamentary committee promotes sustainability.

Initially, the ministry had proposed assigning the legislative reform activities to one or two internal staff members. Ministry staff quickly realized, though, that drafting strong recommendations would require a team. As such, CLEAR II worked with the government to adapt the approach to legislative reform in Jamaica. The Ministry of Labour and Social Security (MLSS) agreed to create a NASTOCL sub-committee to accomplish a specific set of legislative reform tasks. CLEAR II helped develop the NASTOCL Sub-Committee (NASTOCL-SC), a smaller group of legal, policy, child labor, child protection, and community development experts with a mandate to review existing legislation and policies, draft recommendations, and bring all aspects of Jamaica's legislative framework on child labor into full compliance with international standards.



¹⁸ Focus group discussion conducted by CDF. 2019.

The government of Jamaica has made the sub-committee an ongoing part of NASTOCL. The sub-committee's legislative reform activities are now part of NASTOCL's terms of reference and agenda items, making child labor legislative reforms a priority for both NASTOCL and the agencies represented on NASTOCL. As a result, the ministry must report on NASTOCL's work in its annual report to parliament, increasing the likelihood that the sub-committee's recommendations are brought before Parliament.

2.3 Involve representatives from all relevant stakeholder groups

Legislative reforms are more likely to pass when they accommodate the needs of different stakeholders, so legislative reform committees need wide representation. Involving stakeholders impacted by child labor legislation enables the committee to develop better recommendations, solicit and incorporate feedback from a variety of sources, and build widespread support for reforms. Legislative review committees should include at least one member representing each of the following stakeholder groups:

- Key ministries with roles and responsibilities related to child labor
- National committee (or other body) responsible legislative review, if applicable
- Labor inspectorate (Ministry of Labor, others depending on local context)
- Justice system, including prosecutors, judges, and magistrates (Office of the Attorney General, District Attorney's Office)
- Law enforcement
- Private sector (employers' groups)
- Workers' groups / trade unions
- Youth
- NGOs that provide direct services to children and families

✓ BEST PRACTICE IN ACTION: DIVERSE COMMITTEE MEMBERSHIP | JAMAICA

For Jamaica's National Steering Committee on Child Labour Sub-Committee (NASTOCL-SC), the involvement of NGOs, the private sector, and trade unions was a key driver of success.¹⁹

Collectively, NASTOCL-SC's diverse stakeholders understood child labor in different industries, on-the-ground conditions in communities, how proposed reforms would impact specific fields such as health and education, and how proposed reforms would be received by private sector entities, communities, and parents.²⁰

2.4 Involve the private sector

Involving the private sector in the legislative reform process is critical. With private-sector representation, sub-committees can draft legislation that's more likely to earn support from employers' groups during the tripartite review process. Private sector representatives can help others understand the on-the-ground realities faced by employers, while direct service providers can help industry understand the impact of hazardous work on children

At the same time, child labor legislative reform is not always the highest priority for the private sector. In domestic industries with high rates of child labor, employers might resist any form of regulation. Work with government to identify employers, sectors, and industries with an incentive to participate in the sub-committee.

✓ BEST PRACTICE IN ACTION: PRIVATE SECTOR INVOLVEMENT IN LEGAL REFORM | BELIZE

In Belize, growers export associations participated actively in the Legislative Review Committee. When a country's child labor laws don't meet international standards, farms that produce for export are vulnerable to losing fair-trade certification. In Belize, sugar, banana, and citrus growers were eager to help develop the legislation and regulations they needed to demonstrate compliance with international fair-trade standards.

As one member of the LRC explained, she and many other committee members knew very little about sugar, banana, or citrus growing operations. Having an industry representative enabled the committee to get immediate answers to questions about types of work involved in the production of different agricultural commodities. The industry representative could also speak to the practical implications of proposed reforms.²¹

19 CDF (2019). Survey results, Case Study Field Research on legislative reform on child labour in Jamaica.

20 CDF (2019). Focus groups with key respondents from the NASTOCL-SC

21 Staff (Winrock International). 2019. Interviews with CDF

2.5 Limit the number of members

Legislative reform committee members in all three countries cited the group's relatively small size as a factor in its success.

✔ BEST PRACTICE IN ACTION: LEGISLATIVE REFORM COMMITTEE (LRC) | LIBERIA

Members of Liberia's Legislative Reform Committee (LRC) praised organizers for limiting the number of participants to 14. As one committee member explained, "[With] a bigger body it wouldn't have been possible to work together.... The sub-committee allows us to focus discussions more and come up with plans." Another respondent noted that the smaller, more focused, group allowed for more in-depth discussions that led to more "honest and open debates...where there was listening and learning all round."

With just 14 members, the LRC was able to dig deeper into complex issues. Participants from different sectors to build trust, mutual respect, and professional relationships. Even when members held opposing views, the group reached consensus on almost all issues.

2.6 Recruit a strong chair

The chair plays a critical role in the legislative review committee's success. Work with government to identify a motivated, experienced civil servant to serve as chair.

✔ BEST PRACTICE IN ACTION: MOTIVATED, EXPERIENCED LEGAL EXPERT AS CHAIR | BELIZE

A legal expert from the Attorney General's Ministry served as chair of Belize's Legislative Review Committee (LRC). Several committee members credited her leadership for the success and cohesion of the LRC. One committee member described why the chair had such a strong impact. "She regularly sent updates on meetings and outstanding matters, and moved agenda items along in the LRC meetings, while ensuring that each member was heard and allowed to make their contributions." In focus groups, committee members agreed that, even on contentious issues with significant debate, the chair was fair to all parties and found ways to broker compromise. When the group became stuck on an issue, the chair would get information from outside the LRC to address concerns and push the work forward.



2.7 Embed legal and other expertise

Key informants cited the need for sub-committee members with legal expertise. Having a legal expert on the committee meant they could get answers to legal questions immediately, as they arose.

✔ BEST PRACTICE IN ACTION: COMBINING NATIONAL AND INTERNATIONAL LEGAL EXPERTISE | LIBERIA

Combining national and international legal expertise provided LRC members and others with the knowledge and skills necessary to drive legal reform in Liberia. The LRC included experts from Liberia's Judicial Institute at the Ministry of Justice and the Law Reform Commission, supported by technical assistance from Lawyers Without Borders, U.S. judges, and other international experts. These national and international legal experts helped the LRC draft lists that aligned with Liberia's existing legislation on child labor.

A Winrock staff member noted, "LWOB and local lawyers have been integral in transforming what people know into legal language that can be used as a national document. People know what is happening but don't know how to capture it legally"²².

✔ BEST PRACTICE IN ACTION: LEGISLATION DRAFTING EXPERTISE | BELIZE

Belize's Legislative Review Committee (LRC) had three legal experts with experience drafting legislation, technical experts from the private sector, and government experts involved in child protection and labor rights. The committee chair was

22 Birch, Nathan. (Monitoring & Evaluation Officer, Winrock International). 28 February 2019. Personal interview.

herself a legal drafting expert. Her leadership and expertise no doubt contributed to the committee's impressive output:¹⁵ recommendations for legislative amendments and regulations, all written within a year.

3. Support the full legislative review and drafting process

With the full support and backing of ministries and child labor units, CLEAR II provided technical support to legislative reform committees throughout the legislative review, analysis, and drafting process. Activities varied by country, but the core process consisted of an opening workshop or meeting, one or more training workshops on legislation review and drafting, and a consultation/validation workshop with key stakeholders:

- Opening workshop or meeting (1 day)
- Two-day workshop: Hazardous and Light Work Lists (HWL/LWL)
- Two-day workshop: Legislation Analysis and Drafting
- Validation workshop with key stakeholders

Lawyers Without Borders (LWOB) facilitated opening meetings and training workshops in a highly participatory way, empowering committee members as the drivers of reform.

✦ LESSON LEARNED: SCHEDULE WORKSHOPS WITH TIME BETWEEN

LWOB staff learned that government officials could not easily block out two consecutive days on their calendars for a workshop due to their busy schedules. CLEAR II recommends working with the sub-committee chair to schedule workshops in a way that most members can attend.

3.1 Begin by facilitating active participation, mutual trust, and open discussion

Given their diverse backgrounds, stakeholders come to the first sub-committee meeting with different information, experiences, and opinions (sometimes quite strong) related to child labor. Before a diverse group of stakeholders can agree on reforms, they must establish mutual respect and trust. One of the opening meeting's goals is to create an environment where all participants feel valued and respected. The participants own the process and the outputs; LWOB facilitators and the committee chair help lay the groundwork for positive interactions.

Key principles:

- Foster open, respectful discussion.
- Give each committee member a voice.
- Promote information sharing.
- Encourage members to understand one another's perspectives.
- Allow time to build trust and relationships.
- Encourage the group to use consensus (as opposed to majority vote)

3.2 Help committee members set specific reform objectives achievable within the project's timeframe

In the opening workshop or meeting, the committee will set its reform objectives and create a workplan. CLEAR II-supported sub-committees needed a minimum of six months to draft a set of recommended amendments or regulations. What's realistic varies widely depending on the country, the committee chair, and the commitment of individual members. In countries where sub-committee members cannot meet often, or where the legislative review and reform process has many different levels of review, consultation and approval, the group might select a single targeted reform. Local ownership and local leadership are key and must be reinforced throughout the process. Under CLEAR II, local stakeholders showed great interest and commitment to the legislative review process. This enabled the successful drafting of amendments.

✔ BEST PRACTICE IN ACTION: COMMITTEE MEMBER WORK BETWEEN MEETINGS | BELIZE

In Belize, members of the Legislative Reform Committee worked on tasks between meetings, and the chair was an excellent facilitator who kept the group on track. As a result, the committee accomplished an ambitious set of review, analysis, and legislative recommendation drafting activities.

✔ BEST PRACTICE IN ACTION: TARGETED SCOPE OF ACTIVITIES | LIBERIA

Liberia's Legislative Reform Committee (LRC) agreed on a short-term reform priority—development of hazardous and light work lists—achievable in a limited amount of time and likely to be adopted and implemented. As regulations, the HWL and LWL don't require legislative approval. Amendments to the Decent Work Act (2015)

UDAY GUPTA | NEPAL

As the Director of the Department of Labour and Occupational Safety, Uday Gupta was always available for CLEAR II project activities. Even while leading a number of activities unrelated to child labor, Mr. Gupta was willing to regularly work with CLEAR II staff, respond to questions and meet with U.S. Department of Labor officials to discuss progress on the project. Over the last two years, Mr. Gupta has participated in all trainings conducted by CLEAR II throughout Nepal and presented, on behalf of the government, during the official launch of the labor inspector training curriculum. During the CLEAR II trainings he both facilitated and observed sessions on child labor inspection. In addition to supporting the project's training efforts, Mr. Gupta was supportive of efforts to develop coordination plans between labor inspectors and prosecutors and within the Ministry of Labour and Occupational Safety. He was also supportive of the project's efforts, through two local coalitions, to provide recommendations to the National Master Plan on child labor.



or the Children's Law (2011), on the other hand, would need to pass through the legislature, a process that takes four to six years. Six of the eight LRC members interviewed identified the HWL/LWL as the piece of regulation/legislation with the greatest potential to reduce child labor in Liberia.

4. Use lists of hazardous and light work as entry points for reform

Hazardous and light work lists (HWL/LWL) are a critical component of child labor legislation, because they define what constitutes child labor in the local context. The lists name specific activities that are allowable and unallowable for minors and youth. HWL/LWL are specific to the country, and sometimes even the region. To be useful, the lists must address types of work in all sectors, industries, and economic activities that might employ children.

Legally enforceable hazardous and light work lists (HWL/LWL) benefit many different stakeholders. Governments rely on HWL/LWL to enforce child labor laws. To identify and prosecute child labor violations, labor inspectors, police officers, and prosecutors need clear definitions of what constitutes child labor in a given sector or industry. Each list has specific examples of types of work. Examples make it easier for inspectors to identify child labor violations, and for employers to comply with the law.

Employers need HWL/LWL to provide appropriate non-hazardous work for youth while avoiding risk

and liability. Without lists, entire industries might be considered hazardous, even if there are certain tasks within the industry that may actually be acceptable work for older children. Youth need positive employment opportunities that don't impede their ability to attend school, and light work lists define what's acceptable. Communities and families need HWL/LWL to protect children from hazardous work while supporting appropriate youth employment.

4.1 Discuss the difference between child work and child labor

In order to decide which activities are hazardous work for children and which are light work, committee members need to understand the difference between child labor and child work. CLEAR II found that many stakeholders understand "child labor" to mean any work performed by children. Light work lists help dispel the myth that all work performed by children under the age of 18 is child labor. As one stakeholder put it, "When we tell people what is not acceptable, we also need to guide them as to what is."

One strategy is to ask committee members to name specific activities, beginning with the most hazardous forms of work they can think of, and progressing to work that might be appropriate for older children. For each activity, ask the group to discuss what makes it hazardous (or safe) for children. Together, committee members will begin to establish a framework for assessing different types of work. In subsequent committee meetings, they'll be able to engage in in-



formed debate about which specific activities in their country's work environments should be deemed allowable and which should be deemed unallowable for children.

4.2 Support work lists specific to the local context

To be enforceable, legislation must address the issues relevant to the local context, including regional variation.

✓ BEST PRACTICE IN ACTION: COUNTRY-SPECIFIC HWL/LWL | LIBERIA

Liberia's Legislative Reform Committee (LRC) found a creative way to address variation in agricultural work. Initially, Ministry of Agriculture officials were reluctant to classify forms of field labor as hazardous. In the course of discussion, the committee realized that regional variation was the problem. Fishing in Grand Bassa, for example, is very dangerous due to rough seas and deep rivers. In other parts of the country, however, lakes and rivers are shallower, without strong currents. To accommodate these differences, the committee classified fishing as hazardous work or light work by region. As a result, "the document captured the unique peculiarities of the work reality in the country."

5. Facilitate training workshops to build legislative reform expertise

In addition to opening workshops and meetings, CLEAR II facilitated two key training workshops: a two-day workshop on drafting hazardous and light work lists and a two-day workshop on legislative analysis and drafting. Experts from Lawyers Without Borders presented key background material and then engaged participants in discussions and drafting, using existing national legislation and legislation from similar countries as examples.

Using the knowledge and skills they learned in CLEAR II training workshops, participants worked as committees to draft recommendations and push reform efforts forward. Most committees met at least monthly, and some committees assigned tasks for work between meetings. LWOB provided technical assistance as requested.

CLEAR II designed its training for legislative review committees with sustainability in mind. Training in legislative review and drafting provided participants with the knowledge required to continue to work to improve the legal environment around child labor.

Trained committee members are sharing their new skills and expertise to support wider child labor eradication efforts. A member of Liberia's Legislative Re-

form Committee explained, “Training from Lawyers Without Borders has been very helpful, not just in regards to child labor. They have been teaching us how to formulate laws more broadly, which increases the sustainability of the intervention.” A Ministry of Education official agreed: “Whatever we have learned from the LRC workshops, we are sharing it with our key stakeholders: county structures, community leaders, and parent teacher associations.”

6. Help identify the most efficient mechanism to enact a reform

In legislative reform, the logical home for a new regulation or law isn’t necessarily the best option. Before choosing a reform strategy, help the sub-committee assess existing legislation, legislation under review, and legislation under development. In each case, consider who must approve the reform and how quickly the targeted reform would become law. Consult with key-decision-makers in the legislative review and approval process.

✔ BEST PRACTICE IN ACTION: LEGISLATIVE REFORM | JAMAICA

In Jamaica, CLEAR II supported the National Child Labor Steering Committee (NASTOCL) in developing Hazardous Work Lists and Light Work Lists (HWL/LWL) to establish the types of work children can and cannot do under Jamaican law. The Occupational and Safety Bill seemed like the appropriate piece of legislation for the lists. The committee and CLEAR II staff realized, however, that the review and approval process for the bill was likely to be lengthy. The legislature would have to approve the final bill before it became law.

After discussing the options, the committee found a more efficient way to enact the hazardous and light work lists. The Child Care and Protection Act, an existing law, had provisions that allowed the Minister of Education to add additional regulations without a full legislative review. CLEAR II staff and NASTOCL worked closely with the Ministry of Education to include the lists in the existing legislation. As a result, the HWL/LWL should become enforceable more quickly.

7. Support continuous consultation and validation

Consulting regularly with key stakeholders builds ownership and support for legislative reforms while they’re still under development. Final validation workshops help proposed legislation gain support from key stakeholders who must review and approve it.

7.1 Promote regular consultation from stakeholders throughout the process

✔ BEST PRACTICE IN ACTION: REPRESENTATION AGREEMENTS FOR CONSULTATION | JAMAICA

Jamaica’s legislative review sub-committee (NASTOCL-SC) has built-in mechanisms for soliciting and incorporating feedback from key stakeholders. Private sector, NGO, and trade union representatives on the NASTOCL-SC are required by their own representation agreements to consult regularly with their organizations. Representatives must provide updates, discuss proposed reforms, solicit feedback, and report concerns to the sub-committee.

✔ BEST PRACTICE IN ACTION: STAKEHOLDER CONSULTATION | LIBERIA

Liberia’s Legislative Reform Committee (LRC) maintained a strong working relationship with other members of the National Steering Committee (NSC), its parent body. LRC members provided detailed updates at NSC quarterly meetings and solicited feedback on drafts. Consulting regularly with the National Steering Committee and labor committee chairs fostered a collaborative approach and national ownership of the process.

7.2 Validate final recommendations

Taking the time to vet the committee’s final recommendations among trade unions, government, and employers increases the likelihood that the recommended legislative amendments and reforms will move efficiently through the tripartite review process and eventually become law. Include stakeholders responsible for validation early in the process – do not wait until validation to include them.

✔ BEST PRACTICE IN ACTION: VALIDATION WORKSHOP | LIBERIA

In a final validation workshop for the proposed hazardous and light work lists, Liberia's Legislative Reform Committee reaffirmed their approach with a wider set of stakeholders. The committee engaged the House of Representatives and Senate Labor Committee chairs during the HWL/LWL validation process, opening channels of commu-

nication with key legislators. The LRC also consulted the national youth representative in parliament about its draft HWL/LWL regulations.

The Minister of Labor participated in the validation workshop, indicating ministry support. As one respondent noted, "the most important thing is to have the Ministry [of Labour] on board so that they can push the process forward internally. At the end of the day, it is their responsibility."²³

8. Sustainable Outcomes

The recommended legislative reforms submitted by committees to their governments are expected to change national laws in all countries.

NEPAL

CLEAR II provided technical assistance to civil society groups working on proposed recommendations to legislative amendments in Nepal. As a result, the government of Nepal passed the Children Act 2075 in September 2018, which incorporated many recommendations made by CLEAR II including the definition of a child as someone under 18 years, restrictions on employment for those under the age of 14, and prohibition of children being employed in the adult entertainment industries. In addition, based on recommendations provided by civil society and CLEAR II, MoLESS has finalized an amendment to the Child Labor Act, which is anticipated to be passed by Cabinet in 2019.

LIBERIA

Liberia's LRC has submitted four pieces of recommended legislative amendments and regulations to relevant ministries:

- Decent Work Act (Ministry of Labor)
- Light Work List (Ministry of Labor)
- Hazardous Work List (Ministry of Labor)
- Children's Act (Ministry of Gender, Children, and Social Protection)

The Deputy Minister of Labor is currently reviewing the LRC's recommended amendments to the Decent Work Act and the HWL/LWL. The Ministry of Labor has publicly stated their commitment to endorsement of these lists.

BELIZE

The LRC drafted recommendations for amending or drafting 15 different pieces of legislation and regulations, an impressive accomplishment after only a year of work.

- Finalized comprehensive draft lists of light work and hazardous work for all sectors and industries in Belize
- Developed a legal definition for child labor
- Drafted amendments to the Labor Act to include punishable child labor offences
- Analyzed and discussed 20 pieces of legislation connected to labor and child protection issues; drafted and proposed amendments to ensure their alignment with the proposed Labor Act reforms on child labor

As of June 2019, the committee has submitted recommendations for eight legislative amendments/regulations to the Ministry of Labor, who has publicly stated their commitment to moving them forward for additional consultation and future endorsement. Local partners are confident that the committee's work will lead to significant changes in the country's child labor laws.

JAMAICA

Jamaica's NASTOCL drafted recommended amendments to the Child Care and Protection Act, which includes both Light and Hazardous Work Lists. The Permanent Secretary and Minister of Labor have been briefed on the recommendations, and MLSS is committed to moving the recommendations forward to be tabled in Parliament.

23 Webster, Hayley. (Lawyers Without Borders Country Manager). Interview. (2019, March 8).





In Liberia and Burkina Faso, individuals from local government, private sector, and civil society participated in the development of local NAP action plans

LIBERIA

 98 stakeholders

 4 regional plans developed

BURKINA FASO

 90 stakeholders

 3 regional plans developed

C. IMPLEMENTATION OF NATIONAL ACTION PLANS (NAP) ON CHILD LABOR

National Action Plans (NAPs) to address child labor provide nationally recognized frameworks, workplans, and budgets to establish plans to eliminate child labor. Once drafted by governments, these plans serve as important roadmaps for national and local stakeholders to address child labor. Since so many stakeholders are involved in the implementation of NAPs, National Action Plans are important documents to addressing child labor coordination and ensuring that all actors are involved in the process. Government representatives spanning various agencies in the legal, enforcement, labor, and child protection and education sectors, as well as civil society, implementers, and private sector must all be involved in NAP development and implementation. Without strong National Action Plans and plans for implementation of those plans at local levels, efforts to eliminate child labor on a national level may be uncoordinated, inconsistent, or underfunded.

As a key strategy, CLEAR II worked with national governments in Nepal, Jamaica, Liberia, and Burkina Faso to develop National Action Plans and corresponding operational plans. Final endorsement of National Action Plans can sometimes take years – in the absence of an endorsed plan, it is customary for national stakeholders to begin organizing child labor prevention and monitoring efforts around draft national plans that are still undergoing the endorsement process. As such, CLEAR II worked with sub-national

governments in Liberia and Burkina Faso to translate the draft NAPs into on-the-ground local operational plans for local implementation. This chapter focuses primarily on the implementation of the National Action Plans at the local level in both these countries.



CLEAR II's NAP-related work

The CLEAR II project worked with national and local governments on various efforts related to National Action Plans and national operational plans to address child labor. Each country has their own terminology and official names for these important documents, which are clarified below. For purposes of this manual, CLEAR II refers to the “NAP” as the overarching policy framework to address child labor on a national level, which must be endorsed by the government. The “operational plan,” which normally serves as a working document and does not usually require official endorsement by Cabinet, refers to the corresponding workplan or action plan to implement the NAP.

NEPAL

NAP Name: *National Master Plan (NMP) to Eliminate Child Labor (including WFCL) – Endorsed July 2018.*

Operational Plan name: *National Action Plan*

CLEAR II support: CLEAR II, in collaboration with the Inter-Agency Working Group, worked closely with MoLESS to secure endorsement of the NMP. At the request of MoLESS, the CLEAR II country coordinator also served as part of the drafting committee for the National Action Plan to implement the NMP.

JAMAICA

NAP Name: *Jamaica National Action Plan – Draft finalized by government*

Operational Plan name: *The operational plan for Jamaica is yet to be drafted*

CLEAR II support: Working in close collaboration with MLSS and NASTOCL, CLEAR II funded the development of the NAP on child labor, including a consultancy and all arrangements for workshops and NAP validation by stakeholders. By the end of the project, the draft NAP had been finalized. MLSS and NASTOCL have plans to move the draft towards endorsement.

LIBERIA

NAP Name: *Liberia National Action Plan – Pending endorsement*

Operational Plan name: *Multi-year Workplan for NAP 2018 to 2020*

CLEAR II support: Under the ARCH project, a USDOL-funded child labor program that ended just as CLEAR II began, Winrock had supported the government of Liberia develop its National Action Plan, and the CLEAR II project continued efforts to advocate for its adoption. The government of Liberia has confirmed its commitment to endorse the NAP soon. CLEAR II also supported the government in the development of the Multi-year Workplan for NAP 2018 to 2020 which is being used by stakeholders throughout Liberia as the framework for child labor interventions at local levels.

BURKINA FASO

NAP Name: *National Child Labor Strategy 2018-2020 – Endorsed May 2019*

Operational Plan name: *National Child Labor Strategy Operational Plan*

CLEAR II support: To support the government of Burkina Faso in the development of the National Child Labor Strategy 2018-2020 and the corresponding operational plan, CLEAR II representatives served as part of a stakeholder review committee to provide feedback and validation to the draft documents. CLEAR II also provided support to four regions in Burkina Faso to develop regional plans to implement the National Child Labor Strategy.

CLEAR II's focus on local NAP implementation

This chapter describes best practices and lessons learned from CLEAR II's support for action plan development at the local level in Liberia and Burkina Faso.

In **Burkina Faso**, CLEAR II partnered with the Ministry of Labor's child labor unit (DLTE) as well as regional directors. Governments in four regions²⁴ developed, validated, and approved action plans in cooperation with local stakeholders and national government. The resulting plans are Burkina Faso's first ever at the regional level. CLEAR II provided funds for two initial implementation activities in each of the four regions. As of June 2019, at least one region has allocated funds for further implementation.

In **Liberia**, the project partnered with NACOMAL, the Ministry of Labor's unit tasked with addressing child labor, as well as in select counties. Nearly 90 stakeholders representing government, civil society, youth groups, and human rights organizations from 15

counties²⁵ developed, validated, and approved two-year local NAP implementation plans. The two-year implementation plans are summary documents for all counties and outline activities to be implemented, the time table for implementation, and stakeholders to coordinate with during the implementation period at regional and county levels.

1. CLEAR II's local action plan development process

The planning process to develop local action plans for NAP implementation differed in Burkina Faso and Liberia but followed the same overall process. CLEAR II helped mobilize stakeholders through individual meetings, convened them for an introductory meeting, provided technical support during the action plan development process, and supported a validation workshop to present the plan to a wide group of stakeholders and gain support. In both countries, national officials led the process and facilitated all meetings and workshops.

2. Stakeholder mobilization

The regional planning effort began with consultations with regional/district-level government, face-to-face, informal meetings with individual organizations, and other activities to mobilize stakeholders to participate in the process.

CLEAR II role: Help national officials identify and recruit key stakeholders at the regional and district levels.

1. INTRODUCTORY MEETING (1 DAY)

Leaders: High-level national government officials

Participants: Regional/local government officials, stakeholder representatives

CLEAR II role: Facilitate discussion, introduce the steps of the regional planning process

2. PLANNING WORKSHOP (MULTIPLE DAYS)

Purpose: Draft the regional action plan

Led by: Regional Directors, with high-level national officials

Participants: Regional stakeholders

CLEAR II role: Training, technical assistance, facilitation

3. REVISION (BETWEEN WORKSHOPS)

In some districts and regions, stakeholders worked to revise the plan prior to the validation process.

4. VALIDATION WORKSHOP

Led by: High-level national officials, supported by Regional Directors

Participants: Regional stakeholders

CLEAR II role: Facilitation

²⁴ Burkina Faso has three sub-national levels of government: administrative regions, provinces, and departments or communes.

²⁵ Liberia has three sub-national levels of government: counties, districts, and clans.

3. Involve local government in the national process

The primary objective of CLEAR II's local action plan development was to involve regional governments in the national process. In coordination with the national action plan development and approval process, CLEAR II supported teams of local government officials and stakeholders to develop local implementation plans for addressing child labor.

3.1 Begin with national support for the regional planning process

Formal approval of National Action Plans (NAPs) and implementation plans to end child labor can take years. Winrock found that, with support from key national ministries, sub-national development and implementation of the NAP can begin before the national plan is officially adopted, or even before official government endorsement and adoption in some country contexts. This allows sub-national governments to begin activities to eliminate child labor without delay, using the national framework as a guide.

✓ BEST PRACTICE IN ACTION: MOBILIZING EARLY IN BURKINA FASO AND LIBERIA

When CLEAR II and its national government partners began supporting regional plan development, neither Burkina Faso nor Liberia had formally adopted its proposed national action plan/strategy. In both countries, though, government officials involved in the national process were motivated to help develop regional and county plans. "It is like we are working ahead of time," said the director of NACOMAL in Liberia, "so that when the endorsement comes the implementation follows quickly."

3.2 Promote government ownership

From the beginning, national and regional government officials took ownership of the action plan development process. In both Burkina Faso and Liberia, high-level officials from national ministries initiated the process and presented the national action plan to stakeholder groups in the initial meeting. Then, regional or county directors led the action plan development and validation workshops.

CLEAR II played a supporting role, helping to mobilize stakeholders, facilitate workshops, and initiate discussions. During the action plan development workshop, CLEAR II provided training and technical support.

3.3 Choose regions with enthusiastic, committed government leaders

At the sub-national level, local governments are sometimes removed or isolated from national processes and conversations around policy planning and development, but local government officials are ready and eager to act against child labor. Regional and local governments officials made ideal partners for CLEAR II because:

- Sub-national governments haven't had the opportunity to fully participate in the national process, so they're eager to collaborate.
- Child labor varies in different places. Depending on the region, different industries and parts of the informal sector use child labor, and different groups of children are the most vulnerable. Local stakeholders understand the situation.
- As governments decentralize, regional and local governments are gaining the power to implement activities and the responsibility to do so.
- The approval process at the regional level is often more streamlined than at the national level. In a relatively short period of time, local stakeholders could draft, revise, approve, and enact a regional plan.

3.4 Integrate activities region-wide

✓ BEST PRACTICE IN ACTION: LABOR INSPECTORATE TRAINING IN REGIONAL ACTION PLANS | BURKINA FASO

In Burkina Faso, regional integration of project activities happened organically. Stakeholders in the regional action plan development process incorporated labor inspectorate strengthening into their plans. Each of the four regional action plans includes a training plan for regional inspectors. The proposed training will use the child labor inspection curriculum created by CLEAR II partner Verité for Burkina Faso's national ministry of labor. This integration will increase the impact of the curriculum by strengthening regional as well as national labor inspectors.

4. Facilitate coordination among diverse stakeholders

Coordinating activities among stakeholders working to address a different problem is challenging. Local government, NGOs, civil society, and other groups sometimes have limited staffing and resources, making it difficult to meet and find ways to work together.

PATIENCE HEAH | LIBERIA

Patience Heah, Director for the Division of Child Labour, is a passionate champion in Liberia's fight against child labor. Ms. Heah welcomed the opportunity to work with the CLEAR II project because she believed it would help the government of Liberia reach its goals. As a liaison between CLEAR II, the government, and other national partners, Ms. Heah helped project staff engage the Minister of Labour and other senior officials within the ministry.

Ms. Heah also played an active role in legislative reforms supported by CLEAR II. She chaired the Law Reform Committee (LRC), which developed and proposed Liberia's first-ever lists of hazardous and light work. Members of the committee cite her committed, consistent leadership as a key driver of their success. Ms. Heah coordinated workshops, consulted with CLEAR II staff about the LRC's progress, and communicated regularly with the project team about other CLEAR II activities, including national action plan development and the coordination plan. Passionate about the issue long before CLEAR II, Ms. Heah will remain a leader in Liberia's efforts to eliminate child labor long after the project ends.



CLEAR II found that convening representatives from different levels of government, line ministries and local structures in particular, can create a platform for engagement that leads to common understanding, a shared vision, and improved coordination. CLEAR II's support for regional action plans helped foster collaborative relationships among key regional and local stakeholders.

✓ BEST PRACTICE IN ACTION: NAP IMPLEMENTATION TO PROMOTE STAKEHOLDER COORDINATION I BURKINA FASO

In the regions of Burkina Faso where CLEAR II worked, many different stakeholders were working to end child labor, but without a shared implementation plan. Coordination would have made more efficient use limited resources, but stakeholders didn't have the human resources or funding to plan region-wide collaboration.

In response, CLEAR II's action plan development in Burkina Faso became a coordination activity. In four different regions, the project engaged police, civil society associations, NGOs, and others to develop regional action plans. Each plan establishes a shared vision to operationalize the national strategy at the regional level, including a framework for collaboration, planned activities, roles and responsibilities, an implementation schedule, and a budget.

4.2 Promote coordination and information sharing

The regional action planning process created a platform for sharing that had not existed before. In both Liberia and Burkina Faso, CLEAR II-supported workshops created opportunities for stakeholders to meet, share experiences and opinions, and build relationships. A Child Welfare Officer in Bomi County, Liberia explained: "Those of us who were made aware of the issues together are now discussing them fairly regularly and continuing to work together, albeit in an informal and ad-hoc process." Stakeholders in Burkina Faso's Nord and Cascades regions also reported improved cooperation following the action planning workshop.

4.3 Involve police

In Burkina Faso, police participated in the validation of the regional plans. Involving police officers improved coordination between inspection and law enforcement, increased police commitment to fighting child labor, helped different actors understanding their roles, raised awareness about other organizations' work and the challenges they face.



★ 4.4 LESSON LEARNED: INVOLVE DIRECT SERVICE PROVIDERS

Civil society organizations provided feedback and on-the-ground information during action plan development. Winrock staff reported, however, that the project would have benefitted from better coordination with organizations that provide direct services to victims of child labor. Involving the right people in civil society could have increased the project's impact, linked planned activities more successfully with services for children, and leveraged funding from other donors.

5. Use participatory workshops to develop action plans

Use approaches that value and actively engage regional stakeholders as experts.

In Burkina Faso and Liberia, CLEAR II facilitated inclusive, participatory workshops—one of the project's keystone approaches—to facilitate the development of regional action plans.

Workshops facilitated a two-way exchange of information that positioned both national and regional participants as experts. National ministry officials, who chaired the first meeting, educated their regional counterparts about the national action plan. Regional officials and stakeholders, in turn, helped national officials understand the on-the-ground realities in their communities.

The workshops strengthened relationships across different levels of government. Regional officials felt heard and validated. In some cases, the workshops represented the first time a national government representative had visited the region to review the plan

and discuss child labor with regional and local counterparts. Workshops also build relationships among stakeholders and between stakeholders and government.

5.1 Empower regional leaders

Government of Burkina Regional directors, not CLEAR II staff, headed the action plan development workshops. Locally-elected people and government representatives led the process and discussions. This approach empowered regional leaders and positioned them as participants in a national process.

5.2 Involve national government

In Liberia, county workshop participants reported that when central government officials participated, they felt respected, and that their views were validated. "We don't often have these kinds of people come and speak to us, and he spoke passionately on child labor and its importance." (Grand Bassa workshop participant, on Liberian Deputy Labor Minister Dixon's personal visit as part of CLEAR II.)

5.3 Ensure a broad understanding of the national strategy among sub-national stakeholders

In each of Burkina Faso's four regional workshops, a DTNE labor inspector from DTNE began by explaining the National Strategy and its strategic goals in depth. Then, the inspector would share information about child labor to increase knowledge and awareness.

5.4 Raise awareness about child labor

Awareness-raising was one of the most important, effective aspects of the action plan development meetings and workshops in Burkina Faso. By the end of the regional planning process, stakeholders had gained deeper understanding of child labor issues at different levels.

In Burkina Faso, convening diverse groups of stakeholders increased awareness of local issues at different levels of government. Government officials gained the understanding they needed to find coordinated, feasible approaches and solutions. Stakeholders learned from one another. Civil society organizations explained the challenges they faced when trying to change community attitudes, rescue children from child labor, or investigate employers.

5.5 Work collaboratively to identify priorities

Participants in Burkina Faso's regional planning groups worked together to understand the national strategy, learn about the challenges faced in their region, and set priorities based on local needs. This process helped regions articulate their needs.

★ 5.6 LESSON LEARNED: WORK WITH GOVERNMENT PARTNERS TO CREATE AND SHARE CLEAR TERMS OF REFERENCE FOR WORKSHOP PARTICIPANTS.

Project teams should work with local governments to earn buy-in from all stakeholders for the proposed planning process, especially the need for consistent attendance by the same representatives. Prospective participants need clear information about the role they will play in the planning process, including attendance expectations.

Some key stakeholders missed their local workshops, and interviews indicate that they didn't receive debriefings from other participants. Some stakeholders sent different representatives to the initial meeting, plan development workshop, and validation workshop. A Winrock staff member in Liberia explained, "In many cases, the people taking part in this regional plan development were not the same as those who took part in the NAP validation workshops, and so for some a lot of the issues had to be discussed from scratch."

6. Develop implementation planning capacity

6.1 Base the regional plan on the national strategy

CLEAR II helped local leaders translate the national strategy into plans that meet local needs. The Labor Commissioner in Bomi County, Liberia explained: "We were consulting the national implementation plan as we were developing the regional one, so we sought to follow the main outline and structure but deviate to ensure that the focus was context specific." The goal was a final plan should be a document local leaders can present to others.

6.2 Provide training in implementation plan development.

In each region and county, CLEAR II led an implementation plan training workshop for stakeholders. CLEAR II helped participants learn to clearly define

stakeholder roles, activities, and timelines, the critical components of any implementation plan. A workshop participant in Liberia explained the components of his county's action plan: "We have an activity and we then provide a timeframe for its delivery and then note who will be the key stakeholders in its implementation...we discussed specific issues, timeframes, and beneficiaries...and the plan has strategies for monthly, quarterly, and annual goals."

CLEAR II also helped stakeholders learn to budget for implementation activities.

6.3 Support initial implementation activities.

✓ BEST PRACTICE IN ACTION: SUPPORTING NAP ACTIVITIES | BURKINA FASO

Providing support to implement initial activities laid out in the NAP encourages stakeholders to begin implementing their plans as soon as they've completed them. In Burkina Faso, CLEAR II has worked closely with regional labor directorates to identify key activities to lay the groundwork for implementing the local-level plans. CLEAR II is providing financial support for two activities in each of Burkina Faso's four regions. In all four regions, CLEAR II sponsored training for regional labor inspectors. The regions themselves have allocated funds for other implementation activities.

★ LESSON LEARNED: STRENGTHEN CAPACITY AMONG LOCAL PARTNERS TO IDENTIFY AND ACCESS FUNDING

At the beginning of the regional planning process, help regional government and stakeholders identify and access funding to implement the activities in their plans. Look for ways to leverage local funding streams and engage the people with authority over regional and national budgets. Strengthen local capacity to advocate for funding—a need identified project-wide—could help regional governments maintain momentum by funding activities as soon as the plan is complete.

7. Use media to raise public awareness

Media and civil society play critical roles in raising public awareness of child labor.

After the regional NAP workshop for county- and district-level stakeholders in Bomi county, Liberia, a local radio station began hosting talk shows to discuss



child labor issues. The shows brought in labor monitors from the Children’s Welfare Committee (CWC) to explain why child labor is harmful and what the government is doing to address the problem.

In Burkina Faso, the CLEAR II project used both national and regional media to raise awareness about child labor. The World Day Against Child Labor (WDAKL) radio program, aired in Banfora and Ouaga, covered child labor laws, definitions, legal working age, the worst forms of child labor, and other topics.

Inspectors from the Directorate to Combat Child Labor (*Direction de la Lutte contre le Travail des Enfants* (DTLE)) presented the information. After presenting, the hosts held contests for listeners. Callers who answered questions about child labor received prizes like T-shirts and agendas. Three different radio stations aired a 60- to 90-minute program. Up to 20 listeners called in during the 30-minute contest segments.

8. Sustainable Outcomes

As a result of CLEAR II support to draft local implementation plans, local stakeholders in both Burkina Faso and Liberia gained an increased awareness of the content of the National Action Plans for their respective countries and were able to move forward with planning targeted local interventions in line with the NAPs. Government, civil society, private sector, and youth leaders from local areas are equipped with tools and plans to address child labor locally.

SPOTLIGHT ON SUSTAINABILITY: NATIONAL ACTION PLANS

As part of the project goals, CLEAR II worked with several governments to develop NAPs addressing child labor. These plans, which are approved and owned by the governments, were developed in collaboration with a wide range of local stakeholders at multiple levels and in several regions of each country.

In Nepal, CLEAR II worked with the IAWG and several other local civil society groups to develop recommendations for the National Master Plan, Nepal’s version of a NAP, to address child labor. The government felt strongly that any recommendations should come from local civil society groups to ensure sustainability and ownership. However, the government also encouraged CLEAR II to provide recommenda-

tions to those local civil society groups and many were included in the overall recommendations from local civil society. As a result of this Nepali-led process, the Government of Nepal finalized its plan in 2018, which is currently being implemented.

In Liberia, the NAP is embedded across different ministries and will be key to its successful implementation²⁶. To do this, NACOMAL has identified focal points across ministries and key collaborating entities. Because they helped develop the document, most stakeholders understand and approve of their assigned responsibilities. A coordinated, clear, agreed-upon demarcation of responsibilities among ministries and other stakeholders will promote accountability when implementation begins. This illustrates that by partnering with stakeholders and making them accountable Liberia’s NAP is owned by several ministries within the government and, therefore, more likely to be sustained.²⁷



²⁶ Director, NACOMAL. Key informant interview, National Action Plan case study research.

²⁷ Front Page Africa, “Liberia: Government to Eliminate Child Labor by 2030 (accessed June 2019) available at <https://frontpageafricaonline.com/news/liberia-government-to-eliminate-child-labor-by-2030/>



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D. PRIVATE SECTOR ENGAGEMENT

Governments, donors, and NGOs have realized the importance of involving the private sector in efforts to eliminate child labor. As UNICEF, ILO, and others have noted, “Governments, corporations, workers, and consumers all play a role in preventing and ending child labor in supply chains.”²⁸ Sustained, thorough supply-chain monitoring is the only way to permanently root out child labor violations, but companies need information and tools to create and implement effective policies and monitoring programs.²⁹

Verité, an international leader in eliminating human rights abuses in supply chains, led CLEAR II’s private-sector engagement activities. CLEAR II’s strategy aimed to position the government and private sector as allies in the fight against child labor, cultivating partnerships that could extend beyond the life of the project.

The project’s work with the private sector consisted largely of pilot interventions over a short timeframe. Using a flexible, creative approach, CLEAR II identified promising strategies, achieved short-term gains likely to be sustained over time, and replicated suc-

cessful activities in different settings. The project’s approaches are strong candidates for expansion and replication in future projects.

CLEAR II initially selected two countries for the private sector pilots: Panama and Liberia. Based on successful interventions in these countries, CLEAR II expanded its private sector work to Belize in 2017. This chapter summarizes the results of case study research on CLEAR II’s private engagement efforts in Belize, Panama, and Liberia.

1. Engage the private sector during the project planning phase

Engaging the private sector during the project’s assessment and planning phase helps identify promising partners, strategies, pilot interventions, and opportunities for collaboration. During CLEAR II’s initial country assessments, staff visited industry associations and employers’ groups. Verité identified early opportunities for collaboration, assessed the potential for impact, and refined strategies based on the complex relationships in each country.

²⁸ <https://www.unicefusa.org/stories/end-child-labor-supply-chains-its-everyones-business/30518>

²⁹ <http://skoll.org/2016/06/10/ending-child-labor-the-dirty-business-of-cleaning-up-supply-chains/>

✓ BEST PRACTICE IN ACTION: ENGAGING THE CHAMBER FOR COMMERCE AND INDUSTRY | BELIZE

In Belize, the Chamber of Commerce and Industry (BCCI) is the largest representative of the private sector. During CLEAR II's initial assessment, the BCCI expressed interest in hosting a training for its members, explaining that many of them lacked basic knowledge about child labor. CLEAR II leveraged BCCI's request to promote collaboration between the BCCI and the Ministry of Labor, Local Government and Rural Development (MLLGRD) and later co-facilitated two child labor inspection workshops with the MLLGRD for BCCI members in Belize City and Belmopan.

1.2 Engage industries with an incentive to support child labor reforms

In the project planning phase, identify industries with an incentive to address child labor issues. Producers of commodities for export, for example, are natural partners in the fight against child labor. If a country's laws do not meet international standards, exporters feel pressure to comply with international standards, which are broadly worded. As a result, entire sectors such as agriculture can end up being perceived as hazardous, even though certain tasks within a sector may be acceptable non-hazardous work for youth.

As a result, export growers have an incentive to help reform national laws and eliminate child labor in domestic production of agricultural commodities. When a country's child labor laws meet international standards and establish what constitutes hazardous and light work across industries, export growers can more easily demonstrate compliance with fair trade standards, and all farms can legally employ older children for allowable work.

✓ BEST PRACTICE IN ACTION: COLLABORATION WITH EXPORT GROWERS ASSOCIATION | BELIZE

In Belize, export growers of sugarcane, banana, and citrus not only supported legislative reforms to end child labor, but also participated actively in Belize's Legislative Reform Committee (LRC). Despite recent advancements in Belize, child labor is still a problem on sugarcane, banana, and citrus farms, though mainly in the informal sector³⁰. This is a problem for export growers. At the beginning of the CLEAR II project, Belize's laws on child labor did not meet international standards, and

they did not include lists of hazardous and light work by sector. Members of Belize's export growers association helped the committee draft legislation to bring national laws into compliance with international standards. They helped ensure that the committee's recommended lists of hazardous and light work (HWL/LWL) reflected specific activities in agricultural production. The government of Belize is currently reviewing the committee's recommended lists, and the Ministry of Labour has publicly expressed their commitment to moving them forward to adoption.

1.3 Use the language of business to appeal to the private sector

Recruit private-sector participants by connecting the project to their businesses. Company directors or employees might want to address child labor for ethical reasons; showing the economic benefits can help them advocate for reforms. Work with local partners to identify the risks for businesses that use child labor and the benefits for those that don't.

Reasons why child labor is bad for business:

- Child labor exposes the company to risk in the form of fines, criminal charges, and even lawsuits. As countries strengthen their child labor laws and train labor inspectors to better identify and report child labor, prosecution is likely to increase. In some countries, company directors might face criminal charges.
- Child labor prevents companies from earning fair-trade certification, and certified fair-trade products fetch higher prices in international markets.
- Child labor is bad for a company's image, both at home and abroad. Public relations campaigns are expensive; it's much easier to maintain a positive image in the first place.
- Child labor is bad for the local and national economy. When children don't attend school and earn low wages, they enter a life of poverty. Businesses need customers who can purchase their products.
- Child labor exposes companies to the risk of international lawsuits.
- Companies that provide decent work for children can help build a skilled, educated workforce.
- Companies that proactively eliminate child labor from their operations and supply chains will have

30 United States Department of Labor, 2017 Findings on the Worst Forms of Child Labor. <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/belize>

an economic advantage over other companies when new legislation is enacted, or when enforcement increases.

- Makers of certain products (i.e., rugs, clothing) can apply for child labor certification, which increases the selling price abroad.

2. Build private-sector capacity to eliminate child labor

2.1 Collaborate with chambers of commerce to train many companies at once

Offering training workshops through chambers of commerce and industry groups allows projects to reach companies in many different sectors at the same time. In sectors with child labor issues, many companies want to address the problem but don't know where to start. Chambers of commerce are an established, trusted source of support for the private sector, lending credibility to training from an outside source.

In Belize, Liberia, and Panama, Verité worked with the national chamber of commerce or its equivalent to offer training for companies on eliminating child labor from their operations. Verité co-facilitated workshops alongside labor inspectors who had participated in training-of-trainers (ToT) workshops, part of the project's strategy to reposition the labor inspectorate and private sector as allies.

Chambers of commerce generally saw CLEAR II training opportunities as a valuable benefit they could offer to members, who took part voluntarily. The strategy proved an efficient use of CLEAR II resources, because chambers of commerce arranged the logistics, provided the space, and issued invitations. The project supplied the trainers and materials, including written materials in the local language.

Trainings provided a broad overview of child labor definitions and legal frameworks as well as specific tools for companies to use to strengthen policies and procedures. Facilitators helped participants understand the differences between child work and child labor, hazardous work, decent work for youth, trafficking, and other key concepts. Trainers reviewed international standards, national laws and regulations, and the sectors most at risk of child labor. Project staff tailored workshops to the local context and the needs of industry associations and other partners.

★ LESSON LEARNED: WORK WITH INDUSTRY GROUPS RATHER THAN INDIVIDUAL COMPANIES

In Liberia, CLEAR II worked with a large multinational agricultural company to address child labor in its operations and supply chain.³¹ Prior to CLEAR II, the company's chief executive had approached Verité to request assistance. When Liberia was selected as a CLEAR II country, Verité took advantage of the opportunity to work with the company to reduce child labor risks.

CLEAR II provided extensive technical assistance to the company, including an assessment of risks of child labor in the company's supply chain, a performance improvement plan to help the company strengthen its systems, and management training on policies and supplier contracts that reduce the risk of child labor. Company employees expressed an increased awareness of child labor issues and interest in adopting a child labor policy.

CLEAR II staff maintained regular communication with the company, offering to help managers develop and implement a child labor policy. As of June 2019, however, staff and researchers were not able to determine whether the company has taken specific actions on child labor.

CLEAR II staff learned that ultimately, child labor reforms depend on consistent, committed leadership and political will within a company. A more promising way to work with individual companies would be to follow up with companies that send representatives to training workshops co-sponsored by chambers of commerce or other industry groups.

2.2 Begin by raising awareness

Awareness-raising is a critical first step in private-sector engagement. To see the value in working to eliminate child labor, private-sector actors need to understand child labor and how it harms children. In particular, define what child labor is and what it is not.

Often, the CLEAR II team encountered stakeholders who believed the term "child labor" refers to all work performed by children under the age of 18, which is not the case. People with this view might resist efforts to regulate child labor because they believe—reasonably—that employment can be a positive experience for youth. When they learn the difference between child labor and child work, and understand the difference between prohibited child labor (including

31 The company has asked not to be named.



the worst forms of child labor) and decent work for youth, individuals who might have opposed reforms begin to support them.

Participants brought a wide range of perspectives on child to CLEAR II's private-sector workshops. In pre-training surveys, respondents were divided on whether child labor was a problem at all. Some company representatives viewed child labor as necessary, or even beneficial. Most participants knew very little about their country's laws at the beginning of the training.

In post-workshop evaluation surveys, participants reported that they had gained a better understanding of child labor. Evaluation surveys also reflected a shift in attitudes about child labor, with more participants agreeing that child labor harmed children. As a participant in the Panama workshop explained, "For me, this is something new....There is a lack of awareness [about child labor] and an opportunity for greater capacity-building in the private sector."

2.3 Provide pragmatic, business-oriented recommendations based on the UN Guiding Principles on Business and Human Rights

CLEAR II used the UN Guiding Principles on Business and Human Rights (UNGPs) as a framework for outreach and training with the business community. The UN's 31 guiding principles establish expectations for states and companies about how to prevent and address negative impacts on human rights by business. The framework serves as a practical guide for businesses who are trying to reduce the risk of human rights abuses.

CLEAR II's training program for the private sector followed the UNGP framework closely. Participants learned:

- methods for establishing a company policy on child labor and safe youth employment
- assigning roles and responsibilities for implementing the policy
- training staff and contractors on the policy
- ensuring supplier contracts include child labor prohibitions
- grievance mechanisms
- tracking and communicating performance
- the importance of engaging with external stakeholders

CLEAR II also provided print and electronic resources to help companies take action. Participants left the workshop with practical tools, including templates for company policies on child labor and supplier contracts with child labor provisions.

Training participants appreciated this pragmatic, business-oriented approach. In written workshop evaluations, participants shared plans to adapt the templates for their businesses and take other recommended actions.

2.4 Encourage participants to take action when they return to their workplaces

In all three countries, the majority of participants reported that the training increased their knowledge of child labor and helped them understand how to address it. Participants shared overwhelmingly positive feedback in evaluation surveys at the end of the workshops. Many requested further training and guidance for themselves, their companies, and industry colleagues.

The workshop evaluation survey asked participants how they planned to apply what they learned to eliminate child labor from their supply chains. Responses included a range of approaches, including demanding child labor-free inspection reports from suppliers, education and outreach to suppliers, and contract clauses that allow companies to terminate agreements with suppliers found to be using child labor.

When asked what next steps they would take when they returned to work, many participants wrote that they would create a child labor policy for their companies or train managers on the current policy. One participant wrote, "Check to see if we have a child labor policy. If we have a policy, then we must ensure that all managers are aware of the policy and are complying with it. If we don't have a policy, we need to hire someone to help us create one."

Other workshop participants wrote about ways they would identify and eliminate child labor, demonstrating specific knowledge of tools and techniques:

- Conduct work spot inspections of all business operations, including suppliers'
- Make lists of workers and confirm their ages to ensure they are all legally allowed to work
- Adhere to the ILO Conventions on child labor (182 and 138), be more aware of whom we hire, and develop a list of tasks that are "off limits" to young workers

3. Reposition labor inspectors and private sector as allies

Rather than simply convening stakeholders, CLEAR II used creative strategies to help individuals from different sectors develop a common understanding of child labor and begin to view one another as experts and partners rather than antagonists. In many countries, a history of animosity plagues the relationship between the government's labor inspectorate and the private sector. Inspectors see businesses as difficult and evasive, while businesses see inspectors as punitive and accusatory. To improve relations, CLEAR II convened labor inspectors and private sector actors around shared activities.

3.1 Engage trained labor inspectors as facilitators for private-sector workshops

CLEAR II integrated its labor inspectorate strengthening work into its private-sector outreach. In Belize, Panama, and Liberia, the project leveraged its training-of-trainers (ToT) for labor inspectors—a key-stone approach in its labor inspectorate strengthening work—to position government labor inspectors as experts and resources for the private sector. After the four-day ToT workshops in each country, CLEAR II selected trained labor inspectors to co-facilitate trainings for members of national chambers of commerce.

Private-sector workshops used the CLEAR II curriculum developed for labor inspectorate strengthening in each country. Using the same curriculum for both labor inspector and private-sector training helped build a shared understanding of child labor, legal frameworks, and best practices for prevention, monitoring, and remediation. During the workshops, trained labor inspectors explained their roles in the fight against child labor, reviewed international and national legal standards, and explained which children and economic sectors are most vulnerable to child labor.

These trainings positioned labor inspectors as child labor experts and advisors, elevating their perceived status among government officials and private-sector representatives to that of collaborators. Improved status strengthens inspectors' ability to enforce laws while also establishing them as advisors and resources. Many trained inspectors requested more opportunities to facilitate workshops. As one labor inspector in Belize put it, "the more you train others, the more fluent you become in the topic."

Another labor inspector interviewed in Belize noted that the key to changing labor practices is consistency over the long term, because the required shift is not simply technical, but also cultural. As another inspector explained, private-sector training partic-



ipants, particularly those from northern Belize, did not always understand the distinction between child employment (allowable) and child labor (prohibited). Many participants, having worked as young children themselves, accepted or even encouraged sending children to work.

3.2 Facilitate trust and cooperation among labor inspectors and agricultural producers

In Panama, CLEAR-II worked to reshape the relationship between government labor inspectors and coffee growers by helping them see what they could gain by working together. Working with Partners for the Americas, implementers of the USDOL-funded EducaFuturo project, CLEAR II facilitated a day-long event for coffee producers and labor inspectors. The purpose of the training was to convene two groups in one place to learn about each other's work and discuss how they might support one another. CLEAR II facilitated discussion and helped the two groups establish a framework for cooperation. The workshop helped the government and the industry define child labor as "our" problem.

At the workshop, labor inspectors learned the coffee industry's recently established Code of Conduct on Child Labor (an initiative supported by EducaFuturo), how to use the code to more effectively monitor child labor in the coffee sector, and how to raise awareness among coffee-growing communities about the dangers of child labor. Inspectors and growers then participated in a roundtable discussion on ways to improve collaboration and pursue a shared approach to ending child labor.

Participants and project staff agreed that the meeting was a success, particularly given initial hesitation on both sides. In post-test surveys, participants described several new shared goals: transparency, honest and direct communication, and consistent language and definitions for standards and procedures. Many other ideas emerged from the workshop, including developing government-approved producer training and certification programs, presenting an anti-child labor exhibition at a major agricultural fair in Chiriquí, and trainings by inspectors on national labor laws. Bringing government officials and private sector actors together around a win-win issue is a promising strategy for sustainable reduction of child labor.

3.3 Train labor inspectors to use industry codes of conduct on child labor

It's important for government labor inspectors to understand industry codes of conduct, even though industry is still subject to national laws. Since busi-

nesses within the industry developed and agreed to the codes, they feel a strong sense of ownership. By learning an industry's code of conduct, labor inspectors establish themselves as allies who can help businesses meet their own industry's standards.

Understanding codes of conduct also helps labor inspectors identify child labor violations. Codes of conduct are specific to the industry, so labor inspectors learn to look for specific problems where they're most likely to occur.

3.4 Promote a framework for cooperation

Establishing a framework for cooperation between labor inspectors and industry can help transform tense interactions into positive working relationships.

✓ BEST PRACTICE IN ACTION: FRAMEWORK FOR COOPERATION WITH COFFEE GROWERS | PANAMA

In the joint workshop for labor inspectors and coffee growers in Panama, facilitators helped participants develop a framework for cooperation to support the coffee industry as it implements the code. The framework established what coffee growers can expect from labor inspectors, and what labor inspectors can provide. Participants agreed that coffee growers can expect transparency, dialogue, collaboration, and follow-up. Labor inspectors agreed to support coffee growers by providing coaching on complying with child labor laws, training and information on child labor, mediation, and training on occupational safety and health.

4. Take advantage of opportunities as they emerge

Use a flexible, creative approach to private sector engagement. CLEAR II's flexible approach allowed the project to collaborate with other projects, take advantage of new opportunities, and expand successful activities to additional countries.

4.1 Build on active and recently completed projects

CLEAR II build on connections and partnerships developed through previous Winrock, LWOB, and Verité projects in participating countries. The project's activities with coffee growers and labor inspectors in Panama, for example, built on the achievements of the USDOL-funded EducaFuturo project implemented by Partners of the Americas.

✔ BEST PRACTICE IN ACTION: IMPLEMENTING THE COFFEE INDUSTRY'S CODE OF CONDUCT I PANAMA

Since 2014, Partners for the Americas and the International Initiative to End Child Labor (IIE-CL) had been working with the coffee sector to eliminate child labor on plantations and in supply chains. Partners and IIECL helped the industry develop a model code of conduct for the coffee sector. Verité provided feedback on the code before it was finalized, so CLEAR II staff knew about the project and looked for ways to collaborate.

CLEAR II built on that project's achievement—a child labor code of conduct for Panama's coffee industry—by promoting cooperation between the coffee industry and labor inspectors to implement the code.

4.2 Replicate successful activities

Collaborating with chambers of commerce to train the private sector on child labor proved very successful in Liberia and Panama, so CLEAR II expanded the activity to Belize.

4.3 Support participant-driven initiatives

Take advantage of opportunities to support project participants who propose new activities. When possible, provide technical assistance and/or funding.

✔ BEST PRACTICE IN ACTION: JOINT COMMUNITY AWARENESS-RAISING I LIBERIA

CLEAR II's work with the large agricultural company in Liberia didn't result in hoped-for changes in policies and practices. In the course of the collaboration, though, CLEAR II facilitated an unusual, fruitful partnership between the firm's sustainability team and the local labor office. The aim of the partnership was to raise awareness about child labor in surrounding communities where the company operates, which are vulnerable to child labor.

Through CLEAR II activities, the employee connected with a government labor inspector who also wanted to reach out to rural communities. The pair organized and conducted a child-labor awareness-raising event. The goal was to increase

understanding of child labor among parents and community members who might otherwise support it.

The inspector and the company representative worked together to explain the negative impacts of child labor, child labor laws, and enforcement plans. Communities received the message that child labor is unacceptable from two influential people representing government and the private sector, entities that don't always agree. The event was attended by community leaders who responded well to the presentation.³²

✦ RECOMMENDATION: PROMOTE JOINT COMMUNITY OUTREACH

CLEAR II recommends pairing government labor inspectors and private company representatives for joint outreach on child labor. Facilitators could connect workshop participants with peers who live in or come from the same region and provide basic outreach materials for use in joint community-awareness raising activities.

5. Sustainable Outcomes

In Belize, Liberia, and Panama, CLEAR II's private-sector training workshops cultivated champions for the cause and provided tools to address child labor in company operations. By working through chambers of commerce, CLEAR II reached a large number of companies who self-selected to participate. If the company representatives follow up on the next steps they identified at the end of the workshop, companies in many different industries will develop or improve child labor policies, work to eliminate child labor from their supply chains, and conduct inspections to identify violations.

In Panama, according to President of the National Council of Private Enterprise (CONEP), many businesses are committed to making the changes necessary to eliminate child labor from their operations. After the private-sector workshops, many chamber of commerce members requested additional government guidance and training about laws and procedures.

32 Cox, Lisa. (CLEAR II Labor Inspectorate Specialist, Verité). 2019. Personal interview.

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