

Klaus Heidel



## Poverty Reduction Strategy Papers – blind to the rights of the (working) child?

The (I-)PRSPs' perception of child labour

A problem outline and annotated collection of source material



Published by  
Kindernothilfe and Werkstatt Ökonomie

**Klaus Heidel**

**Poverty Reduction Strategy Papers –  
blind to the rights of the (working) child?**

**The (I-)PRSPs' perception of child labour  
A problem outline and annotated collection of source material**

Compiled on behalf of Kindernothilfe e.V., Duisburg  
Heidelberg, March 2004

Published by  
Kindernothilfe e.V., Duisburg  
Werkstatt Ökonomie e.V., Heidelberg

Translation: Stephanie Till, Werkstatt Ökonomie e.V.  
Translated and published with the kind assistance of the European Commission

### **Published by**

Kindernothilfe e.V., Duisburg  
Werkstatt Ökonomie e.V., Heidelberg

Translated and published with the kind assistance of the European Commission

Duisburg/Heidelberg, March 2004

Layout and Design: Hantke & Partner, Heidelberg

Kindernothilfe e.V., Düsseldorf Landstraße 180, D-47249 Duisburg, Germany  
email: [barbara.duennweller@knh.de](mailto:barbara.duennweller@knh.de), website: [www.kindernothilfe.de](http://www.kindernothilfe.de)

Kindernothilfe Österreich, Dorotheergasse 18, A-1010 Wien, Austria  
website: [www.kindernothilfe.at](http://www.kindernothilfe.at)

Werkstatt Ökonomie e.V., Obere Seegasse 18, D-69124 Heidelberg, Germany  
email: [klaus.heidel@woek.de](mailto:klaus.heidel@woek.de), website: [www.woek.de](http://www.woek.de)



## Contents

<b>Acronyms</b>	2
<b>Vorwort</b>	3
<b>Foreword</b>	5
<b>Preliminary remarks</b>	7
<b>1. Zusammenfassung</b>	8
<b>2. Summary</b>	13
<b>3. Poverty Reduction Strategy Papers – an effective new instrument for poverty reduction? Introductory comments</b>	18
3.1 What are PRSPs?	18
3.2 The New Alphabet Soup: PRSPs replaces SAPs – critical remarks on current PRSP processes	19
<b>4. PRSPs – blind to the rights of the (working) child?</b>	28
4.1 "Pro-Child Growth"? Wrong...	28
4.2 Children as victims of poverty: on the perception of children's social reality in the (I-)PRSPs	31
4.3 Child labour? Hardly an issue for (I-)PRSPs	31
4.4 Causes of child labour hardly investigated: no coherent poverty analysis	35
4.5 Children have rights – working children in the (I-)PRSPs do not	36
4.6 Projects instead of strategies to implement the rights of (working) children	37
<b>5. PRSP processes must be qualified. Some demands</b>	49
<b>6. Compilation of statements on the problem of child labour in (I-)PRSPs</b>	52
<b>Bibliography</b>	77



## Acronyms

<b>AFRODAD</b>	African Forum and Network on Debt and Development
<b>CSO</b>	Civil Society Organisation
<b>HIPC</b>	Highly Indebted Poor Countries
<b>IDA</b>	International Development Agency
<b>IFIs</b>	International Financial Institutions
<b>ILO</b>	International Labour Organisation
<b>IMF</b>	International Monetary Fund
<b>IPEC</b>	International Programme on the Elimination of Child Labour
<b>I-PRSP</b>	Interim Poverty Reduction Strategy Paper
<b>MDG</b>	Millennium Development Goals
<b>NGO</b>	Non-governmental Organisation
<b>PRGF</b>	Poverty Reduction Growth Facility
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>SAP</b>	Structural Adjustment Programme
<b>SAPRIN</b>	Structural Adjustment Participatory Review International Network
<b>UNDP</b>	United Nations Development Programme



## Vorwort

Mit dem Weltgipfel in Kopenhagen 1995 rückte die soziale Entwicklung und damit auch die Armutsbekämpfung erneut in das Zentrum der Entwicklungspolitik. Der Gipfel legte den Grundstein für einen Konsens zwischen Entwicklungs- und Industrieländern: der Bekämpfung der Armut höchste Priorität einzuräumen. Auf der UN-Millenniumsversammlung im Herbst 2000 erneuerte die Weltgemeinschaft dieses Bekenntnis. Mit den acht "Millennium Development Goals" wurden erstmals quantifizierbare, verbindliche Ziele zur Halbierung der absoluten Armut bis zum Jahr 2015 formuliert.

Zeitgleich rückten die internationalen Finanzinstitutionen, allen voran die Weltbank, Armutsbekämpfung in den Kernbereich ihrer Politik. Schuldenerlass für die hoch verschuldeten armen Länder sind seither ebenso wie die Bewilligung neuer konzessionärer Kredite an die Erarbeitung und Fortschreibung so genannter Poverty Reduction Strategy Papers (PRSP) gekoppelt. Dabei handelt es sich um umfassende Strategien zur Armutsbekämpfung, die unter maßgeblicher Beteiligung der Zivilgesellschaft und in eigener Verantwortung der jeweiligen Partnerländer erarbeitet werden sollen. Inzwischen bilden die PRSPs die zentrale Grundlage der bilateralen und multilateralen Entwicklungszusammenarbeit – nicht nur mit den ärmsten Entwicklungsländern.

Vor allem Kinder und Jugendliche sind in den Entwicklungsländern von Armut betroffen. Mehr als eine halbe Milliarde Kinder – also 40 Prozent aller Kinder in den Ländern des Südens – versuchen mit weniger als einem US-\$ täglich zu überleben. Die international gängige Messgröße Einkommensarmut umschreibt Armut allerdings nur unzureichend. Armut beinhaltet für die Betroffenen neben materiellen Aspekten Schutzlosigkeit vor den Risiken des Lebens, Aussichtslosigkeit ihrer Lebenssituation, Machtlosigkeit gegenüber Korruption und Gewalt, Ausgrenzung von Wohlstand und Mitbestimmung – so das Ergebnis einer Weltbankbefragung unter 60.000 Armen in 60 Ländern. Gleichzeitig stellen "die Armen" keine homogene Gruppe dar. Die Bedürfnisse von "armen Erwachsenen" in ländlichen Regionen können sich grundlegend von denen "armer arbeitender Kinder" in Städten unterscheiden. Strategien, die einen wirkungsvollen Beitrag zur Reduzierung der Armut leisten wollen, müssen daher einen umfassenden Ansatz wählen, der die Vielfalt "der Armen" berücksichtigt und sie als aktive Akteure angemessen beteiligt.

Kindern, die in Armut geboren werden, sind in der Regel günstige Zukunftsperspektiven wie Bildung, Ausbildung und Arbeit verwehrt. Sie bleiben arm – und ihre Nachkommen meist auch. So pflanzt sich die Armutsspirale von Generation zu Generation fort. Soll diese Spirale durchbrochen werden, muss Armutsbekämpfung bei Kindern und Jugendlichen ansetzen. Dieses vor allem auch angesichts der Tatsache, dass Kinder und Jugendliche in vielen der ärmsten Entwicklungsländer die größte Altersgruppe bilden. So sind z.B. in Uganda und Niger mehr als 56 Prozent der Gesamtbevölkerung jünger als 18 Jahre. In vielen afrikanischen Ländern liegt der Anteil der unter Achtzehnjährigen bei bis zu 45 Prozent. Es ist daher eigentlich nahe liegend, dass Programme zur Armutsbekämpfung Kinder und Jugendliche als wichtige Akteure identifizieren und ihnen eine zentrale Rolle bei der Entwicklung und Umsetzung der Armutsstrategie zukommen lassen, zumal vier der acht Millenniumsziele sich auf die Verbesserung ihrer Situation beziehen.



Geschieht das auch? In welchen PRSP wird das Problem ausbeuterischer Kinderarbeit überhaupt wahrgenommen? Gibt es Informationen darüber, ob zivilgesellschaftliche Akteure dieses Thema in die Konsultationen im Rahmen von PRSP-Prozessen eingebracht haben? Diese und weitere Fragen waren der Ausgangspunkt für die Studie, mit der die Kindernothilfe die Werkstatt Ökonomie beauftragte. Das Ergebnis ist ernüchternd. Die von Klaus Heidel verfasste Studie "Poverty Reduction Strategy Papers – blind für die Rechte des (arbeitenden) Kindes?" weist nach, dass die Situation und die Rechte der (arbeitenden) Kinder und Jugendlichen in den bis Ende 2003 vorliegenden PRSP-Prozessen nicht oder nicht ausreichend berücksichtigt werden. Finden Kinder Erwähnung, so werden sie als "Opfer" von Armut, nicht aber als Träger von Rechten, die es ihnen zu gewähren gilt, gesehen. Das Thema Kinderarbeit findet kaum Eingang in die untersuchten Prozesse. Die Papiere enthalten zwar eine Fülle von Einzelmaßnahmen für Kinder und Jugendliche, diese werden jedoch nicht in den Kontext von Kinderarbeit gestellt. Entsprechend fehlen kohärente Strategien zur Verbesserung der sozialen Lage von Kindern und Jugendlichen. Die Studie kommt daher zu dem Ergebnis, dass die PRSPs in ihrer jetzigen Form keine umfassende Grundlage für die Entwicklungszusammenarbeit darstellen. Sollen PRSPs künftig wirkungsvoll zur nachhaltigen Bekämpfung von Armut und zur Stärkung der Rechte des Kindes beitragen, so ist eine entsprechende Qualifizierung der Inhalte und der Prozesse notwendig. In einem weiteren wichtigen Schritt müssen die Akteure qualifiziert und ermächtigt werden. Dass dies möglich ist, zeigen eigene Erfahrungen der Kindernothilfe mit Projekten, in denen arbeitende Kinder als Akteure gestärkt werden.

Im Frühjahr 2005 steht eine umfassende Überprüfungsrunde der PRSP-Prozesse durch IWF und Weltbank an. Angesichts der in fast allen PRSPs nachgewiesenen Mängel hinsichtlich Kinder und Jugendlicher ist es dringend erforderlich, das Instrumentarium von IWF und Weltbank dahingehend zu verbessern, dass es künftig zur Stärkung der Rechte des Kindes – als zentrale Akteursgruppe im Rahmen wirkungsvoller Armutsbekämpfung – beiträgt. Die vorliegende Studie hat hierzu erste Vorschläge entwickelt und lädt dazu ein, diese sowohl in zivilgesellschaftlichem als auch politischem nationalen und internationalen Kontext zu diskutieren, weiterzuentwickeln und in die PRSP-Prozesse einzubringen.

*Dr. Jürgen Thiesbonenkamp  
Vorstandsvorsitzender der Kindernothilfe  
Duisburg, März 2004*



## Foreword

At the 1995 world summit in Copenhagen social development and poverty reduction became the focus of development policies once again. The summit lay the founding stone for a consensus between developing and industrial countries which aimed to give poverty reduction the highest priority. At the UN Millennium Summit in autumn of 2000 the world community renewed this commitment. For the first time quantifiable and binding goals to halve absolute poverty by the year 2015 were set with the eight Millennium Development Goals.

At the same time, poverty reduction became the focus of the international financial institutions' policy, first and foremost of the World Bank. Debt relief for highly indebted poor countries and the approval of new concessionary credits are linked to the development and updating of Poverty Reduction Strategy Papers (PRSPs). These are comprehensive strategies to reduce poverty which should be formulated with extensive civil society participation and developed by the respective partner countries. PRSPs now serve as a basis for bilateral and multilateral development cooperation – not only with the poorest development countries.

Children and young people are those most affected by poverty in developing countries. More than half a billion children – that is, 40 percent of all children in the south – try to survive on less than one US dollar per day. Focusing on income poverty only tells half of the story. Living in poverty means more than material insecurity: it means not having protection from the risks of life, hopelessness of the social situation, powerlessness in the face of corruption and violence, exclusion from wealth and codetermination – according to the results of a World Bank survey of 60.000 poor people in 60 countries. At the same time "the poor" is not a homogenous group. The needs of "poor adults" in rural regions can differ greatly from the needs of "poor working children" in urban areas. Strategies aiming to effectively contribute to poverty reduction must choose a comprehensive approach which takes into account the diversity of "the poor" and includes them appropriately as active actors.

Children who are born into poverty are normally deprived of beneficial future perspectives such as education, vocational training and work. Poor children become poor adults – as do their own offspring. The poverty spiral is then passed on from generation to generation. In order to break this spiral, poverty reduction has to focus on children and young people. Especially when one considers that children and young people form the largest age group in many developing countries. In Uganda and Niger for example more than 56 percent of the population are less than eighteen years old. In all African countries with an (I-)PRSP under eighteen year olds make up over 45 percent of the population. It is therefore obvious that poverty reduction programmes should identify children and young people as important actors and create spaces to allow them to participate in elaborating and implementing PRSPs, especially since half of the Millennium Development Goals aim to improve their situation.

Is this the case? Does the problem of exploitative child labour appear in any of the current (I-)PRSPs? Do we know whether civil society actors brought this issue into the PRSP consultation process? These and other questions provided the starting point for the study compiled on behalf



of Kindernothilfe by Werkstatt Ökonomie. The result is disappointing. The study by Klaus Heidel entitled "PRSPs: blind to the rights of the child?" proves that the situation and the rights of (working) children are not taken into account (and if they are, then only marginally). Where children are mentioned they are perceived as victims of poverty and not as holders of rights to be protected. Child labour is given little attention in the PRSP processes investigated. The strategy papers contain a whole host of isolated measures for children and young people – not within the context of child labour unfortunately. Accordingly there is a lack of coherent strategies aimed at improving the social situation of children and young people. The study comes to the conclusion that the PRSPs in their current form do not provide the basis for development cooperation. In order for PRSPs to effectively contribute to sustainable poverty reduction in future and to strengthen the rights of the child it is an urgent matter to qualify PRSP content and processes. Another important step is to qualify and empower the stakeholders. The experiences of Kindernothilfe show that this is possible through projects where working children are empowered.

In 2005 the IMF and World Bank will undertake a comprehensive review of PRSP processes. Given the exclusion of children and young people, IMF and the World Bank instruments need to be urgently modified and improved so that they may contribute to strengthening the rights of the child – as a central age group within the context of effective poverty reduction. Preliminary recommendations are outlined in this study in the hope of animating the discourse within civil society as well as on a political level, both nationally and internationally to further develop them and to incorporate them into PRSP processes.

*Dr. Jürgen Thiesbonenkamp  
Chair of the executive committee, Kindernothilfe e.V.  
Duisburg, March 2004*





*Street children's congress, Brazil  
Photo: Kindemohilfe*

## Preliminary remarks

The following problem outline deals with one aspect of the PRSP process which, up to now, has largely been ignored. Although it has often been observed that the (interim) Poverty Reduction Strategy Papers do not take into account the situation of and the rights of children and young people, this observation has not been qualified by analytic studies<sup>1</sup>.

This outline attempts to make up for this deficit by investigating how the (I-)PRSPs deal with the living and working conditions of children and young people, and to what extent they do so as well as investigating the relevant aims that are being pursued and which economic and socio-political measures are planned.

To this end all (I-)PRSP available up to the end of 2003 were analysed.

A human rights approach to the problem is required in order to analyse the situation of working children and young people in a wider context, a limited analysis can only be made at this point however.

Being confined to a text-immanent analysis of the (I-)PRSPs is methodically problematic. This analysis requires urgent empirical inquiries which were not possible within the context of this problem outline.

Attention is invited to the annotated collection of source material in chapter 6 in which for the first time resource texts on one aspect of the PRSP processes are presented.

Endnotes can be found at the end of each chapter.

<sup>1</sup> According to Knoke and Morazan for example (2002), pg.4.



## 1. Zusammenfassung

### 1. 1. PRSPs: Ansprüche nicht eingelöst

#### 1. 1. 1. Zur Bedeutung der PRSPs

Im Jahre 1999 legte die Weltbank das Konzept des Comprehensive Development Framework (CDF) vor. Im Mittelpunkt dieses Konzeptes steht der Anspruch, makroökonomische Entwicklungen so zu gestalten, dass sie der Armutsbekämpfung dienen, demokratische Strukturen stärken, die Umwelt schonen und die kulturelle Identität stärken.

Zentrales Instrument zur Erreichung dieses Zieles soll die Erarbeitung und Umsetzung von Strategiepapieren zur Armutsbekämpfung (Poverty Reduction Strategy Papers, PRSPs) unter maßgeblicher Beteiligung der Zivilgesellschaft sein. Solche Strategiepapiere müssen von allen Entwicklungs- und Transformationsländern vorgelegt werden, wenn sie Zugang zu konzessionären Darlehen und Projektmitteln der Internationalen Finanzinstitutionen (IFIs) erhalten und in den Genuss von Entschuldungsmaßnahmen im Rahmen der erweiterten HIPC-Initiative (HIPC II) kommen wollen.

Bis Ende 2003 erarbeiteten 34 Länder (zumindest) ein PRSP, 19 weitere Länder erst ein vorläufiges PRSP (Interim-PRSP).

Besondere Bedeutung bekommen die PRSP-Prozesse dadurch, dass es die erklärte Absicht der IFIs ist, die PRSPs zur Grundlage jeder "donor assistance" zu machen mit der Konsequenz, dass die gesamte Entwicklungsfinanzierung über Regierungen im Rahmen der PRSP-Umsetzung abgewickelt wird. Diese herausragende entwicklungspolitische Bedeutung der PRSP-Prozesse rechtfertigt die umfangreiche kritische zivilgesellschaftliche Auseinandersetzung mit diesem Ansatz zur Armutsbekämpfung.

#### 1. 1. 2. Zahlreiche Defizite

Die Koppelung der PRSP-Prozesse an die erweiterte HIPC-Initiative führte zu einem beträchtlichen Zeitdruck, der auch durch die Einräumung der Möglichkeit, zunächst ein Interim-PRSP vorzulegen, nicht wesentlich gemindert wurde. Dieser Zeitdruck wirkte sich negativ auf die Gestaltung der PRSP-Prozesse und den Inhalt der Strategiepapiere aus, die allein schon deshalb weit überwiegend dem anspruchsvollen Ansatz einer kohärenten und unter zivilgesellschaftlicher Beteiligung erarbeiteten Strategie zur Armutsbekämpfung nicht gerecht werden (können). Zugleich verführte diese Koppelung dazu, PRSPs eher als Instrument zur Erlangung von Krediten denn als Chance zur Erarbeitung einer mittelfristigen Strategie zu begreifen.

Ingesamt zeichnen sich die bisherigen PRSP-Prozesse durch deutliche Mängel aus: Die Zivilgesellschaft wurde nur unzureichend bei der Erarbeitung von PRSPs beteiligt. Soziale Folgen makroökonomischer Politiken werden in fast allen PRSPs nicht einmal ansatzweise abgeschätzt, es unterbleibt also in der Regel eine „Poverty and Social Impact Analysis“ (PSIA). Nicht untersucht wird, unter welchen Voraussetzungen ein (in allen [I-]PRSPs angestrebtes) Wirtschaftswachstum zur



Verringerung von Armut beitragen könnte, das Konzept eines „Pro-Poor-Growth“ bleibt also unbestimmt. Schließlich fehlt häufig eine kohärente Strategie zur Armutsbekämpfung, die stets präsentierte Auflistung sozialpolitischer Einzelmaßnahmen und Projekte bietet hierfür keinen Ersatz.

## 1. 2. PRSPs – blind für die Rechte des (arbeitenden) Kindes?

In den Entwicklungsländern mit (I-)PRSPs sind vor allem Kinder und Jugendliche von Armut betroffen (in 21 der 30 afrikanischen Länder mit einem [I-]PRSP stellen die unter Achtzehnjährigen über 50 Prozent der Gesamtbevölkerung). Angesichts dieser Altersstruktur wäre zu erwarten gewesen, dass diese Länder bei der Erarbeitung ihrer Strategien zur Armutsbekämpfung einen deutlichen Schwerpunkt auf die Durchsetzung der Rechte des Kindes gelegt hätten. Dies ist aber nicht der Fall.



Chile  
Photo: Christoph Engel, Kindernothilfe

### 1. 2. 1. Keine Folgenabschätzung makroökonomischer Politiken

Angesichts des weitgehenden Fehlens einer „Poverty and Social Impact Analysis“ in den meisten (I-)PRSPs ist es nicht verwunderlich, dass mögliche Auswirkungen makroökonomischer Strategien, Politiken, Entscheidungen und Maßnahmen auf Kinder nicht thematisiert werden. So fehlt jeder Versuch, sozioökonomische Folgen von Privatisierungs- und Liberalisierungsprozessen für Kinder und Jugendliche abzuschätzen.

### 1. 2. 2. Fragmentierte Wahrnehmung der Situation von Kindern

Die Wahrnehmung der sozialen Wirklichkeit von Kindern und Jugendlichen ist in den (I-)PRSPs durchweg fragmentiert und missachtet, dass Kinder Rechtssubjekte und nicht bloße Objekte sozialpolitischer Maßnahmen sind.

Immer wieder erscheinen Kinder (und – in geringerem Maße – Jugendliche) in den (I-)PRSPs als von Unterernährung, Krankheit und grundsätzlicher Armut bedrohte und daher zu schützende Objekte. Ausführlich vorgestellt werden in den Armutsanalysen einzelne Dimensionen der Lebenslagen, die jedoch kaum aufeinander bezogen werden.

Häufig finden sich Angaben zu Gesundheit und Bildung der Kinder, wesentlich seltener sind Angaben zur Beschreibung der sozioökonomischen Situation von Jugendlichen. So werden zum Beispiel keinerlei Aussagen über die Arbeitsbedingungen von Jugendlichen gemacht.



In keinem (I-)PRSP versucht die Armutsanalyse wenigstens ansatzweise eine Typologisierung von Armutslagen der Kinder und Jugendlichen, auch Ursachenanalysen fehlen.

### 1. 2. 3. Kinderarbeit kaum thematisiert

In nahezu allen Ländern mit einem (I-)PRSP gehört Kinderarbeit zum sozialen Alltag. Vor diesem Hintergrund und angesichts des Altersaufbaues dieser Länder wäre zu erwarten, dass sich Strategien zur Armutsbekämpfung ausführlich mit der Lage arbeitender Kinder und Jugendlicher auseinandersetzen. Dies ist aber nicht der Fall. In 28 der 53 untersuchten (I-)PRSPs findet sich nicht einmal ein einziger Hinweis auf Kinderarbeit.

Wird Kinderarbeit erwähnt, handelt es sich in der Regel nur um knappe Hinweise. Nur acht der (I-)PRSPs gehen etwas ausführlicher auf Kinderarbeit ein und bieten wenigstens ansatzweise eine handlungsorientierte Analyse.

In keinem einzigen (I-)PRSP wird eine umfassende und kohärente Analyse von Formen und Folgen der Kinderarbeit geboten, die auch nur ansatzweise zur Abbildung der sozialen Wirklichkeit geeignet wäre. So fehlen Ansätze zur Differenzierung durchweg. Gänzlich unscharf bleibt die Situation von Straßenkindern, die häufig lediglich als "Problemfälle" dargestellt werden.

In keinem (I-)PRSP findet sich eine auch nur annähernd ausreichende Untersuchung der Ursachen für die einzelnen Typen von Kinderarbeit. Nicht untersucht wird, wie sich Globalisierungsprozesse, Liberalisierungen, Deregulierungen und Privatisierungen auf Ausmaß und Form von Kinderarbeit auswirken.

### 1. 2. 4. Keine menschenrechtliche Perspektive

Kinderarbeit und die arbeitenden Kinder selbst kommen in den (I-)PRSPs in der Regel nicht in einer menschenrechtlichen Perspektive in den Blick. Dies zeigt sich bereits daran, dass nur 16 der (I-)PRSPs die Rechte des Kindes wenigstens erwähnen und drei weitere diese Rechte zumindest umschreiben beziehungsweise einzelne Rechte wie das Recht auf Bildung nennen. Aber 34 (oder 64,2 Prozent aller) (I-)PRSPs führen die Rechte des Kindes nicht ein einziges Mal an.

Dem entspricht, dass die meisten (I-)PRSPs eine Partizipation von Kindern und Jugendlichen an der Erarbeitung und Umsetzung der Strategiepaper nicht einmal erwähnen.

### 1. 2. 5. Keine kohärente Strategie

Da die soziale Situation arbeitender Kinder und Jugendlicher nicht oder nur höchst unzulänglich analysiert wird und weil eine "Poverty and Social Impact Analysis" fehlt, ist es nicht weiter verwunderlich, dass die meisten (I-)PRSPs nicht einmal ansatzweise eine kohärente Strategie zur Verbesserung der sozialen Lage von (arbeitenden) Kindern und Jugendlichen vorstellen. Stattdessen konzentrieren sie sich auf eine Fülle von Einzelmaßnahmen für Kinder und Jugendliche, die in der Regel nicht in Verbindung mit Kinderarbeit vorgetragen werden.

Nur 18 (I-)PRSPs geben sozialpolitische Ziele im Blick auf Kinderarbeit an. In sechs Strategiepaper wird als Ziel ausdrücklich die Abschaffung von Kinderarbeit genannt. Neun Papiere setzen sich die Überwindung der (nach ILO-Definition) absolut schlimmsten Formen von Kinderarbeit (Kinderhandel, Kinderprostitution und Rekrutierung von Kindern als Soldaten) zum Ziel. Acht (I-)PRSPs streben eine schrittweise Abschaffung von Kinderarbeit an und sieben benennen differenziertere Zielsetzungen.

In fast allen [I-]PRSPs sind die Listen bildungspolitischer Projekte umfangreich. Häufig werden Maßnahmen zur sozialen Integration, der Bau von Rehabilitationszentren für Straßenkinder und allgemeine Aufklärungskampagnen vorgesehen. Vierzehn (I-)PRSPs planen rechtliche Maßnahmen oder behördliche Initiativen – die von einer Reduzierung der Arbeitszeit für Kinder im Zusammenhang mit dem Versuch, Arbeit und Schule zu verbinden, bis hin zur Überprüfung



bestehender Gesetze gegen Kinderarbeit reichen können. Einkommenschaffende Maßnahmen zur Überwindung von Kinderarbeit sehen nur sechs (I-)PRSPs vor.

### **1. 2. 6. Kein ausreichender Rahmen für Entwicklungszusammenarbeit**

Insgesamt muss also festgestellt werden, dass fast zwei Drittel aller Strategiepapiere zur Armutsbekämpfung schon deshalb keinen Beitrag zur Durchsetzung der Rechte des Kindes leisten können, weil sie den Lebens- und Arbeitsalltag eines großen Teiles der Kinder und Jugendlichen nicht oder nur sehr am Rande wahrnehmen.

Alleine schon dieser Umstand verbietet es, schon jetzt alle "donor assistance" im Rahmen der PRSP-Prozesse durchzuführen. Stattdessen ist es unabdingbare und vordringliche Aufgabe entwicklungspolitischer Arbeit, die PRSP-Prozesse so zu qualifizieren, dass sie zur nachhaltigen Bekämpfung von Armut und zur Stärkung der Rechte des Kindes taugen. Erst dann könnte es angezeigt sein, sie zur umfassenden Grundlage der Entwicklungszusammenarbeit zu machen.

## **1. 3. Elemente zur Qualifizierung von PRSP-Prozessen**

Die Erarbeitung und Umsetzung der Strategiepapiere zur Bekämpfung von Armut und ihr Inhalt müssen so weiter entwickelt werden, dass sie mindestens den von den Internationalen Finanzinstitutionen selbst gesetzten Ansprüchen gerecht werden, und die unterschiedlichen Akteure sind so zu qualifizieren, dass sie zu einer Stärkung der Rechte des Kindes beitragen können.

### **1. 3. 1. Anforderungen an den Inhalt der PRSPs**

Grundlegend für PRSPs muss eine kohärente Armutsanalyse sein, die in der Lage ist, die Komplexität, Multidimensionalität und Diversität von Armut und ihrer Ursachen zu erfassen. Nicht ausreichend ist es, einzelne Dimensionen von Armut isoliert darzustellen, wie dies in den bisherigen (I-)PRSPs in der Regel geschieht.

Armut darf nicht nur als (statischer) Zustand gesehen werden, vielmehr sind Armutsdynamiken aufzuspüren.

Unabdingbar ist dabei, dass Arme als Träger von Rechten und Armut deshalb als Ausschluss von Rechten begriffen wird, dies gilt auch und in besonderer Weise im Blick auf Kinder und Jugendliche.

Zentral für jede Armutsanalyse muss die Untersuchung endogener und exogener Ursachen von Armut und vor allem von Armutsdynamiken sein. Besondere Bedeutung kommt der Frage nach den Auswirkungen von Globalisierungsprozessen zu – auch auf die Situation der arbeitenden Kinder und Jugendlichen.

Makroökonomische Strategien müssen so ausgestaltet werden, dass sie zur Stärkung der Menschenrechte im Allgemeinen und der Rechte des Kindes im Besonderen beitragen. Dies setzt eine Poverty and Social Impact Analysis voraus, die nicht zuletzt nach den armutsrelevanten Auswirkungen von Liberalisierungen, Deregulierungen und Privatisierungen fragt, potentielle Trade Offs freilegt und besonderes Gewicht auf kritische Sektoren legt.

Hierbei muss die PSIA zivilgesellschaftliche Erkenntnisse aufgreifen und von den Erfahrungen marginalisierter und sozial ausgeschlossener Bevölkerungsgruppen geprägt sein.

Die PSIA muss einen gesonderten Abschnitt über Auswirkungen makroökonomischer Strategien und wirtschaftspolitischer Maßnahmen auf die Rechte des Kindes enthalten (im Sinne einer "Kinderverträglichkeits-Prüfung").

Strategien für eine Armutsbekämpfung zur Stärkung der Rechte des Kindes müssen kohärent gestaltet werden und dürfen nicht durch unverbundene Einzelmaßnahmen und Projekte ersetzt werden.



In den PRSPs m!ssen die Gesamtausgaben zur St!rkung der Rechte des Kindes sichtbar gemacht und "children's budgets" vorgelegt werden.

### 1. 3. 2. PRSP-Prozesse partizipatorisch gestalten

Die Erarbeitung von PRSPs muss von der erweiterten HIPC-Initiative entkoppelt und der zu enge Zeitrahmen ge!ffnet werden.

Sowohl die Erarbeitung als auch die Umsetzung von PRSPs muss partizipatorisch geschehen. Auch (arbeitende) Kinder und Jugendliche sind an den PRSP-Prozessen relevant zu beteiligen. (Allerdings darf die zivilgesellschaftliche Partizipation darf nicht zu Lasten der Mitwirkung demokratischer Entscheidungsinstanzen gehen.)

### 1. 3. 3. Qualifizierung der Akteure

Der Internationale W!hrungsfond und die Weltbank m!ssen auf eine pro-aktive Beachtung der Rechte des Kindes verpflichtet werden.

Die Internationalen Finanzinstitutionen m!ssen ihre gesamte Politik so orientieren, dass sie der Bek!mpfung von Armut im Sinne einer St!rkung der wirtschaftlichen, sozialen und kulturellen Rechte dient.

Die strukturierte Zusammenarbeit der Internationalen Finanzinstitutionen mit dem UN-Ausschuss f!r die Rechte des Kindes und mit der Internationalen Arbeitsorganisation muss so weiterentwickelt werden, dass die im UN-System gesammelten Erfahrungen im Zusammenhang mit einer St!rkung der Rechte des Kindes auch von den IFIs genutzt werden k!nnen.

Parlamente und Regierungen der Mitgliedsstaaten der Europ!ischen Union sowie das Europ!ische Parlament und die Kommission der EU m!ssen ihren Einfluss bei den IFIs zur Unterst!tzung der hier skizzierten Forderungen geltend machen.

Im Rahmen der bi- und multilateralen Zusammenarbeit muss eine menschenrechtliche Qualifizierung der PRSP-Prozesse unter Beachtung des "Ownership"-Prinzipes gef!rdert werden.

Die bi- und multilaterale Zusammenarbeit muss zur Bef!higung von Kindern und Jugendlichen und ihren Organisationen beitragen, so dass diese zu einer relevanten Partizipation an den PRSP-Prozessen in der Lage sind.

(Arbeitende) Kinder und Jugendliche und ihre Organisationen m!ssen so gest!rkt werden, dass sie sich an der Erarbeitung und Umsetzung von PRSP-Prozessen bestm!glichst beteiligen k!nnen.

Der internationale Erfahrungsaustausch von Kindern und Jugendlichen !ber PRSP-Prozesse muss gef!rdert werden.

Nichtregierungsorganisationen (unter Einschluss von Organisationen der Kinder und Jugendlichen) sollen gemeinsam mit dem privaten Sektor eigene Pl!ne zur Umsetzung von PRSPs erarbeiten.

Nichtregierungs- und Geberorganisationen aus dem "Norden" sollen unabh!ngige Berichte !ber die Umsetzung von PRSPs finanzieren, da die Berichterstattung von den Internationalen Finanzinstitutionen (International Bank for Reconstruction and Development, IBRD) dominiert wird.

Im Blick auf die Auswertung von PRSPs in den Geberl!ndern im Jahr 2004 als Teil des PRSP-Review-Prozesses sollen europ!ische Nichtregierungsorganisationen f!r neue Priorit!ten der EU (im Sinne der Forderungen der NROs) werben und einschl!gige Entschl!ssungen der nationalen Parlamente der Mitgliedsstaaten der EU anstreben.

Soweit m!glich, sollen bestehende NGO-Strukturen und Netzwerke f!r die !berpr!fung von PRS-Prozessen genutzt und diese Strukturen gest!rkt werden.



## 2. Summary

### 2. 1. PRSPs: unfulfilled requirements

#### 2. 1. 1. On the relevance of PRSPs

In 1999 the World Bank presented the concept of Comprehensive Development Framework (CDF). The focus of this concept is the attempt to shape macroeconomic developments so that they serve to reduce poverty, strengthen democratic structures, protect the environment and strengthen cultural identity.

The preparation and implementation of poverty reduction strategy papers with broad participation of civil society should be the main instrument to achieve the objective. Poverty Reduction Strategy Papers must be presented by all developing and transition countries in order to gain access to concessional assistance from the International Financial Institutions (IFI). In addition they are the basis for the provision of debt relief under the enhanced HIPC Initiative (HIPC II).

By the end of 2003 34 countries had prepared (at least) one PRSP, 19 further countries had presented an Interim Poverty Reduction Strategy Paper.

The PRSP processes gain great significance due to the announced intention of the IFIs to make PRSPs the basis of all donor assistance with the consequence that the complete development finance through governments should be carried out within the PRSP framework. The immense significance of PRSP processes for any development policy justifies civil society's extensive debate on this approach to poverty reduction.

#### 2. 1. 2. Numerous deficits

Linking the PRSP processes to the enhanced HIPC Initiative led to increased time pressure – the concession to present an Interim PRSP only slightly eased this pressure on developing countries. Trying to keep to deadlines had a negative effect on the planning of the PRSP process as countries could not fulfil the demands to produce a coherent poverty reduction strategy with meaningful civil society participation. Linking the PRSPs to the Debt Initiative for HIPC the PRSPs came to be seen more as a tool for securing credit than as a chance to draw up a medium-term strategy.

On the whole the current PRSP-processes are characterised by obvious deficits: civil society participation in the preparation of strategy papers was insufficient. No attempt was made to assess the social impacts of macroeconomic policies – a Poverty and Social Impact Analysis (PSIA) was generally not carried out. The circumstances under which economic growth can lead to poverty reduction are not investigated, the concept of "Pro-Poor-Growth" remains unclear. Finally a coherent poverty reduction strategy is often missing and the lists of isolated social measures and projects offer no alternative.



## 2. 2. PRSPs – blind to the rights of the (working) child?

Children and young people are those who are most effected by poverty in developing countries with (I-) PRSPs (in 21 of 30 African countries with a [I-]PRSP under eighteen year olds make up over 50 percent of the population). Considering the demographic structure of countries with an (I-)PRSP one would have expected to see a clear focus on the rights of the child during the preparation phase and shaping of poverty reduction strategies. This is not the case.

### 2. 2. 1. Potential impacts of macroeconomic strategies and policies not discussed

Given the near complete absence of a “Poverty and Social Impact Analysis” (PSIA) in most of the (I-)PRSPs it is hardly surprising that potential impacts of macroeconomic strategies, policies, decisions and measures on children are not discussed. As is the case for the whole population there is absolutely no attempt made to assess the socio-economic impacts of privatisation and liberalisation processes on children and young people.

### 2. 2. 2. Fragmented perception of children’s social reality

Without exception the perception of children’s and youth’s social reality is fragmented throughout the (I-)PRSPs and ignores the fact that children are holders of rights and not simply objects of social measures.

Children (and young people less so) appear in the (I-)PRSPs as objects threatened by malnutrition, disease and poverty who need to be protected. The poverty analyses present in great detail the isolated dimensions of life chances without any connection being made between them.

There is often information on children’s health and education. Information describing the socio-economic situation of young people, however, does not appear nearly as often. For instance there is not one mention of the working conditions of youth.

Not one (I-)PRSP attempts to typologise childhood and youth poverty in its poverty analysis, causal analyses are also missing.

### 2. 2. 3. Child labour hardly an issue for (I-)PRSPs

Child labour is a feature of every day life in nearly all countries with an (I-)PRSP. Accordingly, and especially considering the age structure in these countries, one would expect poverty reduction strategy papers to thoroughly research the situation of working children and youths. This is not the case: in 28 out of 53 (I-)PRSPs evaluated there is not one single reference to child labour.

When child labour is mentioned, it is generally in the form of a fleeting reference. Only eight (I-)PRSPs deal with child labour more in depth and offer at least some kind of action-orientated analysis.

Not one (I-)PRSP presents an extensive and coherent analysis of the forms and consequences of child labour which could even begin to paint a clear picture of social reality. Attempt to differentiate are missing throughout. Likewise, the situation of street children is also completely unclear as they are merely presented as “problem cases”.

The causes for different types of child labour are hardly analysed in any (I-)PRSP. There is also no analysis on how globalisation processes, liberalisation, deregulation and privatisation effect the extent and form of child labour.





Brazil  
Photo: Christoph Engel, Kindernothilfe

#### 2. 2. 4. No child rights perspective

Child labour and working children are not dealt with in a child rights perspective: for example, only 16 (I-)PRSPs mention the rights of the child and three (I-)PRSPs at least make reference to isolated rights (like the right to education). But 34 (64 percent) do not mention the rights of the child.

Accordingly, the majority of the (I-)PRSPs make no reference to children's and youth's participation in the development and implementation of strategy papers.

#### 2. 2. 5. No coherent strategy

Since the situation of children and youths is not or only inadequately analysed and because a "Poverty and Social Impact Analysis" is missing, it is hardly surprising that the majority of the (I-)PRSPs do not present a coherent strategy to improve the social situation of (working) children and youth. Instead, they concentrate on a whole host of isolated measures for children and youth which generally have no connection to child labour.

Only 18 poverty reduction strategy papers contain social objectives with regard to child labour. In six (I-)PRSPs the elimination of child labour is explicitly presented as an objective. Nine papers aim to overcome the (according to ILO definition) unconditional worst forms of child labour (child trafficking, child prostitution and the use of children as soldiers). Eight (I-)PRSPs strive for a step by step elimination of child labour and seven name differentiated objectives.

In almost all (I-)PRSPs the lists of educational projects are extensive. Social integration measures, construction of rehabilitation centres for street children and general awareness raising campaigns are often planned. 14 (I-)PRSPs are planning legal measures or government initiatives – which range from reducing the number of hours children work in connection with the attempt to combine school and work, up to reviewing current laws against child labour. Income-generating measures to overcome child labour are only planned in six (I-)PRSPs.



### **2. 2. 6. PRSPs in no way a sufficient framework for development cooperation**

On the whole, one has to conclude that almost two thirds of all poverty reduction strategy papers can not contribute to the implementation of the rights of the child simply because they practically ignore the living and working conditions of the majority of children and youth.

Based on this fact alone, by no means should all donor assistance be carried out within the PRSP process. Instead it is the essential and urgent task of development work to qualify the PRSP process so that it contributes to a sustainable reduction of poverty and strengthening the rights of the child. Only then can they be announced as the (full) framework of development cooperation.

## **2. 3. Qualifying PRSP processes**

The preparation and development of poverty reduction strategy papers and their content must be shaped so that they fulfil the International Financial Institutions' requirements. The different actors should be qualified so that they can contribute to observing the rights of the child.

### **2. 3. 1. Demands on the content of PRSPs**

A coherent poverty analysis must provide the framework for PRSPs which is in the position to record the complexity, multi-dimensionality and diversity of poverty and its causes. It is inadequate to merely present isolated dimensions of poverty – as is generally the case in the current PRSPs.

Poverty should not only be viewed as a (static) condition, rather poverty dynamics should be investigated.

In doing so it is essential that poor people are seen as holders of rights and that poverty is seen as the exclusion of rights, this is particularly the case with regard to children and youth.

For any poverty analysis investigating internal and external causes of poverty and poverty dynamics is essential. It is especially important to investigate the impacts of globalisation processes – also with regard to working children and youth.

Macroeconomic strategies should be shaped so that they contribute to strengthening human rights in general and especially the rights of the child. This requires a "Poverty and Social Impact Analysis" which not least questions the poverty-relevant impacts of liberalisation, deregulation, privatisation, lays open potential Trade-Offs and attaches importance to critical sectors.

Here a PSIA must use civil society knowledge and be shaped by the experiences of marginalised and socially excluded groups (like a child compatibility examination for example).

Poverty reduction strategies aimed to strengthen the rights of the child must be coherently shaped and should not be replaced by disconnected isolated measures and projects.

Expenditure to strengthen the rights of the child must be made visible in the PRSPs and "children's budgets" should be presented.

### **2. 3. 2. PRSP processes should be participatory**

The preparation of PRSPs must be de-linked from the enhanced HIPC Initiative and the short time frame should be lengthened.

Both the preparation and the implementation of PRSPs must be participatory. (Working) children and youth should also participate in a relevant manner. At the same time, civil society participation must not undermine the constitutional role of democratic institutions.



### 2. 3. 3. Qualifying actors

The International Monetary Fund must be bound to a pro-active observation of the rights of the child.

The International Financial Institutions (IFIs) must direct their complete policy to the overarching goal to reduce poverty whereby poverty reduction strategies should be designed in a human rights perspective in order to enforce economic, social and cultural rights.

The structured co-operation of IFIs and the UN Committee on the Rights of the Child and the International Labour Organisation must be further developed so that the experiences gained in the UN system with political, social and legal approaches to enforce the rights of the child can also be used by the IFIs.

Parliaments and governments of EU member states as well as the European Parliament and Commission must use their influence within the IFIs to support the demands outlined here.

In the framework of the bilateral and multilateral co-operation a human rights approach to the PRSP processes taking into account the principle of ownership must be promoted.

The bilateral and multilateral co-operation must contribute to the empowerment of children and young people and their organisations so that they are in a position to participate relevantly in the PRSP process.

(Working) children and youth and their organisations must be empowered so that they can participate in the development and implementation of PRSP processes in the best possible way.

International communication between children and young people on PRSP processes must be promoted.

Non-governmental organisations (including children's organisations), together with the private sector, should draw up their own plans to implement the PRSPs.

Non-governmental and donor organisations from the "North" should finance independent reviews on the implementation of PRSPs as previous and current reports are dominated by International Financial Institutions (including the International Bank for Reconstruction and Development, IBRD).

With regard to PRSP evaluation in donor countries in 2004 as part of the PRSP review process European NGOs should campaign for new priorities in the EU and strive for resolutions from national parliaments of EU member states.

As far as possible existing NGO PRSP monitoring structures and networks should be used to review PRS processes.



### 3. Poverty Reduction Strategy Papers – an effective new instrument for poverty reduction? Introductory comments<sup>2</sup>

#### 3. 1. What are PRSPs?

In the 1980s when the (socio-political) failure of the Structural Adjustment policy became obvious and was also being discussed more and more openly in the International Financial Institutions (IFIs), the International Monetary Fund (IMF) and (more so) the World Bank took up attempts to reduce poverty as they had been developed in the 1970s by the then President of the World Bank, Robert McNamara<sup>3</sup>. The result of this recollection on the aim of reducing poverty was the Comprehensive Development Framework (CDF), presented by the World Bank in 1999. The main focus of this concept is the demand to shape macro-economic developments so that they serve to reduce poverty, to strengthen democratic structures, to preserve the environment and to strengthen cultural identity. The one-sided focus on economic targets should, therefore, be abandoned

One key instrument for achieving this ambitious project should be poverty reduction strategies which must be drawn up by all developing<sup>4</sup> and transition countries (with the significant involvement of civil society), in order to receive concessional assistance from the World Bank (through the International Development Agency) and the International Monetary Fund (through the Poverty Reduction and Growth Facility, PRGF). In addition they are the basis for the provision of debt relief under the enhanced HIPC Initiative (HIPC II).

Linking the PRSP process to the debt initiative for Highly Indebted Poor Countries (HIPC-II) led to considerable pressure with regard to the December 2000 deadline for reaching "decision point" in order to obtain debt relief under the HIPC initiative. Due to the participatory approach of the PRSPs the IFIs recognised that the process would be time-consuming and therefore introduced Interim PRSPs (I-PRSP) to avoid delays in receiving assistance. Full debt cancellation can only then be approved by the World Bank and IMF executive committees when a definitive PRSP has been presented and approved (after reaching "completion point"<sup>5</sup> therefore).

The basis for (I-)PRSPs assessment is an evaluation developed by IMF and World Bank staff. These Joint Staff Assessments (JSA) evaluate the soundness of (I-)PRSPs<sup>6</sup> and thereby assist the executive committees of the World Bank and IMF in judging whether an I-PRSP or PRSP serves as a basis for the deciding whether an (I-)PRSP is accepted or not.

The PRSP processes gain great significance due to the announced intention of the IFIs to make PRSPs the basis of all donor assistance with the consequence that the complete development finance through governments should be carried out within the PRSP framework<sup>7</sup>. The immense significance of PRSP processes for any development policy justifies civil society's extensive debate on this approach to poverty reduction.

The ambitious approach to draw up a coherent poverty reduction strategy should be reflected in the structure of PRSPs. In principle and irrespective of considerable differences in detail, the



PRSPs contain the same core elements and have similar structures which in turn reflect the IMF and World Bank guidelines: first of all, the economic situation is presented followed by an (more or less comprehensive) poverty analysis which amongst other things should define the term poverty upon which the analysis is based and should also name regional, ethnical and gender specific characteristics of poor population groups. Above all, convincing analysis of the causes of poverty is expected by the IFIs. Often in the middle part there is information on the structure of required participation. The majority then follow with a formulation of mid and long-term goals, followed by an analysis of integrated strategies on how to achieve the economic and socio-political aims.

But economic and socio-political strategies are often listed unconnected – most in a revealing sequence: measures to achieve economic growth as a supposed requirement for poverty reduction come first. Only then the socio-political steps are introduced which often read like a “shopping list”. Finally more or less comprehensive calculations of costs follows combined with a tabular list of planned activities.

At the time of finalising the study (December 2003) 34 countries had presented (at least) one PRSP (in several cases more than 200 pages long), a further 19 countries had only presented an I-PRSP. The largest group to have presented an (I-)PRSP is the group of 30 African countries followed by 14 countries from Asia (including five transition countries), five from Latin America and four from Europe (cf. table 1, page 20).

### **3. 2. The New Alphabet Soup: PRSPs replaces SAPs – critical remarks on current PRSP processes**

Linking the PRSP process to the Debt Initiative for Highly Indebted Poor Countries (HIPC) led to considerable time pressure – presenting an interim PRSP did not really ease this pressure. Trying to keep to deadlines had a negative effect on the planning of the PRSP process in that countries could not fulfil the demands to produce a coherent poverty reduction strategy with significant participation of civil society. Linking the PRSPs to the Debt Initiative for HIPC the PRSPs came to be seen more as a tool for securing credit than as a chance to draw up a medium-term strategy.

#### **3. 2. 1. Between “Country Ownership” and the influence of donors. Who “owns” the PRSP process?**

According to International Financial Institutions PRSP processes should be “country driven” and “nationally owned”. It is unclear, however, what is actually meant by the term “ownership” and what the relationship to the required participatory process should be<sup>8</sup>. How independent from IFIs and other donors can the development of PRSPs be? It is necessary to look into whether government or parliament controls the process. What are the participatory possibilities of local authorities and of civil society in each country?

First of all, it is conspicuous that the PRSP processes in many countries are controlled by one part of the government only and more often than not it is the Ministry of Finance who sets the guidelines for the process and the content of the strategy papers, as recorded by the UNDP in its evaluation of PRSP processes of 2003<sup>9</sup>.

Further examples demonstrate the influence of IFIs or other donors including the well-known case of Zambia: upon presentation of its PRSP the government declared in a letter of intent in May 2002 that the Zambian National Bank ZANACO and the electricity group ZESCO would be privatised. This was in contradiction to the demands of Zambian NGOs who had specifically called for the rejection of the Structural Adjustment Policy in drawing up the PRSP. On December 14th 2002, Zambian trade unionists and students in the capital demonstrated against these plans and further privatisation plans causing the president to distance himself from his inten-



**Table 1:****Countries with (Interim-) Poverty Reduction Strategy Papers**

first date: (I-)PRSP publication date (according to the document); second date (italics): date according to the IMF website

<b>Country</b> <i>(italics: only with I-PRSP)</i>	<b>I-PRSP</b>	<b>PRSP</b>	<b>Period</b>
1. <b>Albania</b>	2000, 3. May <i>(2001, 30. November)</i>	2001, November	2002 – 2004
2. <b>Armenia</b>	2001, March <i>(2001, 30. March)</i>	2003, November <i>(2003, 20. November)</i>	2003 – 2005
3. <b>Azerbaijan</b>	2001, May <i>(2001, 30. May)</i>	2003 <i>(2003, 14. May)</i>	2003 – 2005
4. <b>Bangladesh</b>	2003, March <i>(2003, 23. June)</i>		
5. <b>Benin</b>	2000, 26. June	2002, December <i>(2003, 7. March)</i>	2003 – 2005
6. <b>Bolivia</b>	2000, January <i>(2000, 13. January)</i>	2001, March <i>(2001, 31. March)</i>	2001 – 2006
7. <b>Burkina Faso</b>		2000, 25. May	2000 – 2003
8. <b>Burundi</b>	2003, November <i>(2004, 15. January)</i>		
9. <b>Cameroon</b>	2000, 23. August	2003, April <i>(2003, 12. August)</i>	2003 – 2007
10. <b>Cambodia</b>	2000, October <i>(2000, 20. October)</i>	2002, 20. December	2003 – 2005
11. <b>Cape Verde</b>	2002, January <i>(2002, 31. January)</i>		
12. <b>Central African Rep.</b>	<i>(2000, 13. December)</i>		
13. <b>Chad</b>	<i>(2000, 6. July)</i>	2003, June <i>(2003, 17. July)</i>	2003 – 2010
14. <b>Congo, Dem. Rep.</b>	2002, March <i>(2002, 31. March)</i>		
15. <b>Djibouti</b>	2001, June <i>(2001, 12. November)</i>		
16. <b>Dominican Republic</b>	2003, 30. November <i>(2004, 14. January)</i>		
17. <b>Ethiopia</b>	2000, November <i>(2000, 30. November)</i>	2002, July <i>(2002, 31. July)</i>	2002 – 2005
18. <b>The Gambia</b>	2000, 5. October <i>(2000, 30. November)</i>	2002, April <i>(2003, 27. August)</i>	2003 – 2005
19. <b>Georgia</b>	2000, November <i>(2000, 30. November)</i>	2003, June <i>(2003, 27. August)</i>	(2003-2005)
20. <b>Ghana</b>	2000, June <i>(2000, 30. June)</i>	2003, 19. February <i>(2003, 6. March)</i>	2003 – 2005
21. <b>Guinea (Conakry)</b>	2000, October <i>(2000, 30. October)</i>	2002, January <i>(2002, 31. January)</i>	2002 – 2004
22. <b>Guinea-Bissau</b>	2000, September <i>(2000, 30. September)</i>		
23. <b>Guyana</b>	2000, 30. October	<i>(2002, 23. May)</i>	2002 – 2005
24. <b>Honduras</b>	<i>(2000, 31. April)</i>	<i>(2001, 31. August)</i>	2001 – 2015
25. <b>Ivory Coast</b>	2002, January <i>(2002, 31. January)</i>		



<b>Country</b> <i>(italics: only with I-PRSP)</i>	<b>I-PRSP</b>	<b>PRSP</b>	<b>Period</b>
26. <b>Kenya</b>	(2000, 13. July)		
27. <b>Kyrgyzstan</b>	2001, 13. June	(2002, 9. December)	2003 – 2005
28. <b>Laos</b>	2001, 20. March		
29. <b>Lesotho</b>	2000, December (2000, 31. December)		
30. <b>Macedonia</b>	2000, 10. November		
31. <b>Madagascar</b>	2000, 20. November (2003, 17. October)	2003, July (updated)	
32. <b>Malawi</b>	2000, August (2000, 30. August)	2002, April (2002, 30. April)	2002 – 2005
33. <b>Mali</b>	2000, 19. July	2002, 29. May	2002 – 2006
34. <b>Mauritania</b>		2000, 13. December 2002, March (2002, 31. March)	2002 – 2004
35. <b>Moldova</b>	2000, 15. November 2002, 21. April		
36. <b>Mongolia</b>	2001, June (2001, 30. June)	2003, 3. July (2003, 3. September)	2003 – 2006
37. <b>Mozambique</b>	2000, 16. February	2001, April (2001, 31. April)	2001 – 2005
38. <b>Nepal</b>	2001	2003, May (2003, 1. October)	
39. <b>Nicaragua</b>	2000, August (2000, 15. August)	2001, July (2001, 31. July)	2001 – 2005
40. <b>Niger</b>	2000, 6. October	2002, January (2002, 1. January)	2002 – 2005
41. <b>Pakistan</b>	2001, November (2001, 30. November)		
42. <b>Rwanda</b>	2000, November (2000, 30. November)	2002, June (2002, 30. June)	2002 – 2004
43. <b>São Tomé and Príncipe</b>	2000, 6. April		
44. <b>Senegal</b>	2000, 8. May	2002 (2002, 31. May)	2003 – 2005
45. <b>Serbia a. Montenegro</b>	(2002, 23. July)		
46. <b>Sierra Leone</b>	2001, June (2001, 30. June)		
47. <b>Sri Lanka</b>		2002, December (2002, 5. December)	2003 – 2006
48. <b>Tajikistan</b>	2000 (2000, 24. March)	2002, June (2002, 30. June)	2002 – 2006
49. <b>Tanzania</b>	(2000, 14. March)	(2000, 1. October)	2001 – 2003
50. <b>Uganda</b>		2000, 24. March	2000 – 2003
51. <b>Vietnam</b>	2001, 14. March	2002, May (2002, 31. May)	2001 – 2005
52. <b>Yemen</b>	2000, December (2000, 31. December)	2002, 31. May	2003 – 2005
53. <b>Zambia</b>	2000, July (2000, 7. July)	2002, March (2002, 31. March)	2002 – 2004



tions. As a result of this the representative of the World Bank in Zambia declared that the country could be in danger of losing up to one billion US Dollars debt-relief through the HIPC II initiative if the privatisation were not carried out. Although the IMF has not used this threat since then, this example serves to demonstrate that the principle of "country ownership" is in no way safe<sup>10</sup>.

It is reported that in Rwanda donors had warned the government against protectionist measures and against state intervention in the market<sup>11</sup>. In Tanzania the actual PRSP process lasted a mere two months with only a few workshops being carried out to inform civil society actors; the final version of the PRSP was written with considerable involvement of World Bank staff: the paper was presented to the IFI executive committees after only six months<sup>12</sup>. The UNDP deemed the cooperation with donors in this case to be a success<sup>13</sup> – this goes to show that the influence of IFIs and other donors does not have to be judged negatively *per se*.

### 3. 2. 2. Civil Society Participation – more than an unfulfilled requirement?

A crucial criterion for evaluating PRSPs – also for the Joint Staff Assessment of the IMF and World Bank – is the quality of the participation process required by Bretton Woods Institutions. The World Bank set high standards and defined participation as a process in which stakeholders should influence and control priority-setting, political decisions of general principal, the provision of resources and the implementation of programmes<sup>14</sup>. This wide-ranging definition – which is specifically not limited to the drawing up of PRSPs, but also applies to their implementation – receives its special political weight due to the World Bank's far reaching definition of stakeholders:

"Examples of key stakeholder groups include the following:

- The general public, particularly the poor and vulnerable groups, such as youth, women's groups, and the disabled [...]
- The government: civil servants and elected representative in central ministries, line ministries, local government bodies, Parliament, cabinet, and general assemblies
- Civil society organizations (CSOs): networks, NGOs, community-based organizations, trade unions and guilds, academic institutions, and research groups
- Private sector: umbrella groups representing groups within the private sector, professional associations
- Donors: donor participation in the PRS process to coordinate efforts, share costs, gain joint ownership over the PRS, and create synergies between differing donor perspectives and skills"<sup>15</sup>.

It is hardly surprising that such a comprehensive requirement is practically impossible to fulfil – it presupposes not only functioning state infrastructures, democratic systems and developed means of communication but also a structured civil society. For this reason it is insufficient to judge concrete participation processes based on World Bank guidelines without taking the respective social and political environments into consideration. Above all, one cannot underestimate that even incomplete participation processes, in certain circumstances, can be useful for society<sup>16</sup>. Irrespective of these reservations, numerous studies carried out by non-governmental organisations (NGOs) show that the participation processes in many countries did not make full use of the opportunities available.

According to the unanimous assessment of donors, governments and NGOs the participation process was sufficient in only a few countries<sup>17</sup>, above all in Uganda, Rwanda and Vietnam<sup>18</sup>. Criticism often refers to the level of participation (instead of participation in decision making the process was often consultative or "civil society" was merely informed), short time frames (for example invitations to consultation at too short notice or too tight deadlines for submissions) and limiting participation to a few institutions: in many countries parliaments are not incorporated or not fully incorporated, trade unions and/or churches insufficiently included, Women's Organisations are (hardly) taken into consideration, government-critical organisations are excluded, local and small civil society groups in rural areas are not involved and there is no platform for poor



population groups (marginalised, indigenous) to express themselves<sup>19</sup>. It must be taken into consideration here that the requirement to include "the poor" is not easy to fulfil. Firstly "the poor" is not a homogenous group. Secondly, they tend not to be very well organised. That is why special efforts are necessary in order to enable the essential participation of marginalised population groups<sup>20</sup>.

The participation of international organisations including NGOs during the elaboration of PRSPs also varied – whereas in some countries the UNDP or ILO played a significant part (ILO participation for Cambodia, Ghana, Honduras, Mali, Mongolia, Nepal, Nicaragua, Tanzania and Yemen is documented), in other countries they hardly had any possibility of involvement. From time to time the influence of international non-governmental organisations was considerable<sup>21</sup>.

### 3. 2. 3. "Pro-Poor Growth?"

#### **PRSPs between old macroeconomic formulas and socio-political project lists**

A key component of PRSPs development should be the formulation of a macroeconomic strategy which enables poverty reduction and sustainable development. A "Pro-Poor Growth" concept is central, despite the lack of an internationally accepted definition<sup>22</sup>. The UNDP, at least, has formulated essential elements for "Pro-Poor Growth", which include the sufficient allocation of capital to marginalised population groups, programmes for rural development including land reform, policies to raise agricultural productivity and programmes aimed at reducing income polarisation<sup>23</sup>.

How private sector promotion should be planned and how integration into the global economy should be controlled is at issue: the old disputes of the Structural Adjustment Programmes concerning the extent and form of liberalisation and privatisation continue to appear on the agenda. So many (but on no account all<sup>24</sup>) PRSPs plan a continuation of privatisation. This fact alone is not sufficient for an evaluation because whether or not privatisation has a positive or a negative effect on the social situation of marginalised (extremely poor) population groups, depends on the extent and type of privatisation. Most PRSPs, however, do not go into detail and only make general references. The same can be said for further internal and external economic liberalisation. In light of the volume of studies from above all (but not only) NGOs, who in the past proved the negative and even devastating consequences of privatisation and liberalisation in the course of Structural Adjustment policies<sup>25</sup>, one can not easily conclude that privatisation and liberalisation lead to "Pro-Poor Growth".

In that respect the lack of investigation into possible trade-offs in PRSPs is particularly disadvantageous. A "Poverty and Social Impact Analysis" (PSIA) would be a good tool. But the majority of PRSPs do not carry out a PSIA despite clear demands by the IMF's Poverty Reduction and Growth Facility (PRGF) to carry out "social impact analysis of major macro-adjustments and structural reforms"<sup>26</sup> and to promote political flexibility. Instead nearly all PRSPs unconditionally focus on capital inflow in order to finance social security transfers and investments in social infrastructure. In this respect many poverty reduction strategies often appear as a simple "add on" to growth strategies<sup>27</sup>.

Only a few countries include a detailed analysis of the labour market in their poverty reduction strategies despite claims that they pursue active labour market policy. All in all therefore an UNCTAD study from 2002 with the subheading "From Adjustment to Poverty Reduction: What is new?" comes to the conclusion that the PRSPs are nothing new and for the most part are a continuation of Structural Adjustment Programmes – with two exceptions:

Firstly, more importance is attached to the necessity of increased investment in health and education systems than in the SAPs (which does indicate a reverse trend in SAP policy). Secondly, they aim to create security nets and specified social programmes in order to be able to support the poorest of the poor and protect them from the negative consequences of the structural



adjustment for education, health and rural development. In contrast to earlier IFI guidelines therefore, socio-politically sensitive areas could be omitted from budget cuts and taking on new debts to finance socio-political measures is allowed<sup>28</sup>.

Accordingly, most PRSPs offer a catalogue of socio-political measures as a significant contribution to poverty reduction which largely read as a "shopping list" of desirable social projects (also compiled in the hope of finding international donors).

**Table 2:**

## Millennium Development Goals and the Rights of the Child in (I-)PRSPs hardly taken into consideration

### Guide to the symbols:

#### Millennium Development Goals mentioned in (I-)PRSP

- : Millennium Development Goals not mentioned, but the year 2015 repeatedly named as date for reaching socio-political goals
- : Millennium Development Goals mentioned up to three times, but no further details on its meaning for the poverty reduction strategy
- : at least a relatively small influence of the Millennium Development Goals on the formulation of the poverty reduction strategy

#### Rights of the Child mentioned in (I-)PRSP

- : no further elaborated references to single rights (for example: the right to education), with no signs of a human rights approach
- : one to three mentions of rights of the child ("children's rights", "rights of children" etc), with no signs of a human rights approach
- : reference to the "Rights of the Child" and/or the UN-Convention on the Rights of the Child and least a slight human rights approach

#### children and young peoples' participation during the preparation and/or implementation of (I-)PRSPs according to the paper itself

- : participation of youth organisations and associations claimed (whilst remaining unclear as to whether organisations for young people or by young people are referred to)
- : participation of certain groups of children and young people (for example street children) claimed
- : detailed information on the alleged participation of children and young people

Country <i>(italics: only with I-PRSP)</i> Countries listed according to the date of (I-)PRSP	Datum (I-)PRSP	Millennium Development Goals mentioned	Rights of the Child mentioned	Participation of children and young people in the preparation of (I-)PRSPs and its implementation	Comments
Uganda	2000-03		●		
<i>São Tomé and Príncipe</i>	<i>2000-04</i>				
Burkina Faso	2000-05				
<i>Kenya</i>	<i>2000-07</i>				
<i>Guinea-Bissau</i>	<i>2000-09</i>		○		
Tanzania	2000-10				
<i>Macedonia</i>	<i>2000-11</i>				
<i>Moldova</i>	<i>2000-11</i>				
<i>Lesotho</i>	<i>2000-12</i>				
<i>Central African Republ.</i>	<i>2000-12</i>				
Bolivia	2001-03	○	●	○	
<i>Laos</i>	<i>2001-03</i>		●	●	
Mozambique	2001-04		●		

<i>Djibouti</i>	2001-06		●		
<i>Sierra Leone</i>	2001-06		●	○	
Nicaragua	2001-07	○			
Honduras	2001-08	○	●●●		
Albania	2001-11	○			
<i>Pakistan</i>	2001-11	○	●		
<i>Ivory Coast</i>	2002-01	●		●●●	With regard to participation cf. number 6.25.3
Guinea (Conakry)	2002-01		●●●	●●●	With regard to participation cf. number 6.21.2
<i>Cape Verde</i>	2002-01				
Niger	2002-01	●			
<i>Congo, Dem. Republic</i>	2002-03				
Mauritania	2002-03	○			
Zambia	2002-03	●	○		
The Gambia	2002-04	●			References also made to the resolutions of the World Sum- mit for Social Development (Copenhagen 1995)
Malawi	2002-04				
Guyana	2002-05		●		
Yemen	2002-05	●			
Mali	2002-05	○	●		
Senegal	2002-05	○			
Vietnam	2002-05	●	●		
Rwanda	2002-06	●	●●●	●	The PRSP observes that the "promotion" of the rights of the child is also a job for "local government" (PRSP, pg. 134 and pg. 146)
<i>Serbia and Montenegro</i>	2002-06	●			
Tajikistan	2002-06	●			
Ethiopia	2002-07	●●●			
Benin	2002-12	○			
Cambodia	2002-12	●	○		
Kyrgyzstan	2002-12		●	○	
Sri Lanka	2002-12		●		
Ghana	2003-02	●●●	●●●	○	
<i>Bangladesh</i>	2003-03	●●●			
Cameroon	2003-04	●		●	With regard to participation cf. number 6.9.4
Azerbaijan	2003-05	●			
Nepal	2003-05	●			
Georgia	2003-06	●		○	
Chad	2003-06	●●●			
Madagascar	2003-07				
Mongolia	2003-07	●			
Armenia	2003-11	●●●			
<i>Burundi</i>	2003-11	●		○	
<i>Dominican Republic</i>	2003-11	●			

For the most part mapping out a coherent social policy is lacking. It is not surprising then that 21 of the (I-)PRSPs presented since the beginning of 2001 mention the Millennium Development Goals and a further ten refer indirectly to them but only five of the (I-)PRSPs seem to have used the Millennium Development Goals as orientation when drawing up their poverty reduction strategies. As the UNDP in its evaluation published in September 2003 observed: "only a few PRSPs have benefited from an analysis of the MDGs, which seems to indicate that little relationship exists between the two"<sup>29</sup>.



Philippines  
Photo: Christoph Engel, Kindernothilfe

- 2 The remarks are limited to a few references only and do not, in any way, claim to summarise the unmanageable and ever-growing PRSP literature.
- 3 Sehring gives a review of the origins and structural characteristics of the PRSP processes (2003), pg.11-47.
- 4 Given the economic, social and political differentiation between Latin American, African and Asian countries, one can no longer speak of "developing countries", even the old distinction of "developing and emerging" countries is no longer an appropriate term for describing reality – this is even more so the case when in the course of globalisation not only international polarisation but also inner state polarisation takes hold. As no other term is available and referring to the "countries of Latin America, Africa, and Asia and Eastern and South Eastern Europe transition countries" is rather long-winded, the term "developing countries" will continue to be used.
- 5 Day one of full debt relief.
- 6 (I-)PRSPs refers to both full PRSPs and interim PRSPs.
- 7 cf. Save the Children (2003), pg.12. On 9th January 2004 a member of staff from the German Federal Ministry for Economic Cooperation and Development verbally confirmed that German development cooperation would in future use the PRSP processes.
- 8 cf. also UNDP (2003), pgs.24-26; Stewart and Wang (2003), pg.3f; Sehring (2003), pgs 55-58.
- 9 UNDP (2003), pg.7.
- 10 cf. AFRODAD: Zambia (2003), pg.25f. and AFRODAD et al. (2003), pg.8.
- 11 cf. AFRODAD et al. (2003), pg.8.
- 12 cf. Decker (2003), pg. 490.
- 13 cf. UNDP (2003), pgs.7 and 25.
- 14 cf. World Bank (not dated), Vol. 1, pg.237.
- 15 World Bank (not dated), Vol. 1, pg.250 (Box 7.6).
- 16 As shown by the African Forum On Debt And Development (AFRODAD) for example with regard to Zambia. Although the process in Zambia was also unsatisfactory (see above) and a real, significant change from the old structural adjustment programmes could not be achieved, nevertheless the process has been a great success for the country. Firstly, the PRSP clearly differs from the SAPs as far as education is concerned, above all due to the demand to provide for free education for all. Secondly, the PRSP process has allowed civil society organisations and institutions more co-determination and led to a new "culture" of exchanging information between government and non-governmental organisations. Thirdly, the process strengthened civil society organisations and their networks. (cf. AFRODAD: Zambia [2003], pg.40).



- 17 cf. AFRODAD's country reports from 2003 or Stewart and Wang (2003), pg. 23, who are of the opinion that civil society appears to have been marginally strengthened by PRSPs and that the PRSP process to date has not empowered developing countries and not weakened the international financial institutions.
- Knoke and Morazan (2002) name seven central aspects which characterise participation in PRSP processes in Honduras, Cameroon, Mozambique, Nicaragua and some other countries: first of all there is no possibility to influence essential aspects of the strategy. Second, governments have no real interest in civil society participation and joint decision making. Third, there is no structured process that results in the prioritisation of areas. Fourth, there was only a very centralised "participation" with local and regional CSOs as well as population groups outside of the capital being largely excluded from the process. Fifth, the timeframe is far too short. Sixth, there are no widely understandable versions of PRSPs as they are often in English rather than national or local languages. Seventh, CSOs often lacked the resources necessary for effective participation (cf. Knoke and Morazan [2002], pg.21f).
- Previous analyses of statements contained in the PRSPs sometimes came to restrained positive evaluations, one example being the German study by Walter Eberlei compiled on behalf of the GTZ (German government funded agency for international cooperation and sustainable development) "the institutionalisation of participation is just beginning. Given the intended PRS cycles this start is certainly encouraging" (Eberlei [2001], pg.3). At that time Eberlei divided countries into three different groups according to the level of participation: six countries were assigned to the group characterised by a "more or less low level of participation", the PRSP processes in a further twelve countries were considered by Eberlei to have a "middle intensive level of participation" and four to seven countries enjoyed comparatively well developed and high levels of participation (loc.cit. pg.8).
- 18 cf. Stewart and Wang (2003), pg.9f.
- 19 Exemplary reference is made to the evaluation of the UNDP (UNDP [2003], pg.27-30) and to AFRODAD's country analyses from 2003.
- 20 cf. Eberlei (2001), pg.18.
- 21 This is the case for Save the Children UK's lobby work in Honduras - they managed to ensure that "National Plan of Action on the Worst Forms of Child Labour" be anchored in the PRSP cf. Save the Children (2003), pg.13.
- 22 For instance in September 2002 the office of the High Commissioner for Human Rights presented draft guidelines for a human rights approach to poverty reduction strategies without attaching importance to the shaping of appropriate macroeconomic strategies (cf. Office of the High Commissioner for Human Rights [2002]: Draft Guidelines: A Human Rights Approach to Poverty Reduction Strategies, Geneva, passim).
- 23 cf. the short overview in UNDP (2003), pg.30-32 and 38f.
- 24 In the PRSPs from a number of countries (further) privatisation plays a small role if at all, in any case further privatisation is limited. This is the case for Benin, Bolivia, Cambodia, Guyana or Laos. On the other hand there are countries which clearly aim to continue their policy of privatisation for example Cameroon. It is hardly surprising that countries in transition place emphasis on privatisation.
- 25 The Structural Adjustment Participatory Review International Network (SAPRIN) repeatedly published reports which analysed the previous Structural Adjustment Programmes. Taking nine states as examples SAPRIN demonstrated how privatisation had led to an increase in unemployment and to increased insecurity on the employment market and that trade liberalisation had led to a process of de-industrialisation (Structural Adjustment Participatory Review International Network [2002], passim).
- 26 International Monetary Fund (2000): Key Features of IMF Poverty Reduction and Growth Facility Supported Programs, according to Gomes and Lawson (2003), pg.2.
- 27 UNDP (2003), pg. 7.
- 28 UNCTAD (2002), pg.57-60. This evaluation doesn't go far enough since many PRSPs - independent of economic focuses - also contain elements of a modernisation of society which includes decentralisation and the practise of "good governance".
- 29 UNDP (2003), pg.7.



## 4. PRSPs – blind to the rights of the (working) child?

Children and young people are those who are most effected by poverty in developing countries with (I-) PRSPs: in 21 of 30 African countries the portion of under eighteen year olds in the whole population is over 50 percent. In Uganda and Niger more than 56 percent of the total population are younger than 18. In all African countries with an (I-)PRSP children and young people amount to no less than 45 percent of the total population. In most Latin American and Asian countries the figure is over 40 percent, in Cambodia and Yemen over 50 percent (cf. table 3).

Considering the demographic structure of countries with an (I-)PRSP one would have expected to see a focus on the rights of the child during the preparation phase and shaping of poverty reduction strategies. This is not the case. Such blatant disregard of the biggest age group in society on the part of governments corresponds to a neglect of an analysis of the situation of children and young people in most studies on (I-)PRSPs presented by NGOs<sup>30</sup>.

Six thesis-like observations follow which are based on an evaluation of all (I-)PRSPs. It should be pointed out that within the context of this problem outline it was only possible to analyse the text of strategy papers. The following observations are therefore limited to a text-immanent analysis, a more comprehensive investigation should be undertaken which – due to the unsatisfactory existing data – will have to be based on new empirical surveys on the role of children and young people in the preparation, shaping and implementation of (I-)PRSPs.

### 4.1 "Pro-Child Growth"? Wrong...

Given the near complete absence of a "Poverty and Social Impact Analysis" in most of the (I-)PRSPs, it is hardly surprising that potential impacts of macroeconomic strategies, policies, decisions and measures on children are not discussed<sup>31</sup>.

As is the case for the whole population there is absolutely no attempt made to assess the socio-economic impacts of privatisation and liberalisation processes on children and young people. Such an assessment is essential, as some studies dealing with the consequences of these processes occasionally show that a fall in the school enrolment rates can follow as a result of privatisation<sup>32</sup>.

Given the potential negative impacts of privatisation the UN Committee on the Rights of the Child stated in its General Comment No. 5 from September 2003 that "the process of privatisation of services can have a serious impact on the recognition and realisation of children's rights"<sup>33</sup>. The committee also voiced its criticism of structural adjustment programmes expressing how it "has been deeply concerned by the often negative effects on children of structural adjustment programmes and transition to a market economy"<sup>34</sup>. In view of such impacts PRSPs must demonstrate how they differ from the old structural adjustment policy.



**Table 3:**

### High portion of young people in countries with (I-)PRSPs Share of children and young people of the whole population

Date: 2001

(bold: share over 50 percent)

Country <i>(italics: only with I-PRSP)</i> Listed according to continent and according to the portion of the population in column 4	Continent	Population in millions	percentage of under eighteen year olds in the whole population
<i>Lesotho</i>	<i>Africa</i>	2,057	45,7
<i>Cape Verde</i>	<i>Africa</i>	0,437	45,8
The Gambia	Africa	1,337	46,0
Ghana	Africa	19,734	47,7
<i>Ivory Coast</i>	<i>Africa</i>	16,349	49,1
<i>Central African Republic</i>	<i>Africa</i>	3,782	49,6
<i>Djibouti</i>	<i>Africa</i>	0,644	49,7
Cameroon	Africa	15,203	49,8
<i>Guinea-Bissau</i>	<i>Africa</i>	1,227	49,9
Mozambique	Africa	18,644	<b>50,5</b>
Guinea (Conakry)	Africa	8,274	<b>50,6</b>
<i>Kenya</i>	<i>Africa</i>	31,293	<b>50,7</b>
Mauritania	Africa	2,747	<b>50,7</b>
Senegal	Africa	9,662	<b>50,8</b>
<i>Sierra Leone</i>	<i>Africa</i>	4,587	<b>50,8</b>
Madagascar	Africa	16,437	<b>51,1</b>
Rwanda	Africa	7,949	<b>51,5</b>
Ethiopia	Africa	64,459	<b>51,7</b>
Tanzania	Africa	35,965	<b>51,8</b>
Mali	Africa	11,677	<b>52,7</b>
Malawi	Africa	11,572	<b>53,0</b>
Chad	Africa	8,135	<b>53,0</b>
Benin	Africa	6,446	<b>53,2</b>
Zambia	Africa	10,649	<b>53,5</b>
<i>São Tomé and Príncipe</i>	<i>Africa</i>	0,14	<b>53,6</b>
Burundi	Africa	6,502	<b>54,7</b>
<i>Congo, Dem. Republic</i>	<i>Africa</i>	52,522	<b>55,6</b>
Burkina Faso	Africa	11,856	<b>55,9</b>
Uganda	Africa	24,023	<b>56,2</b>
Niger	Africa	11,227	<b>56,6</b>
Georgia	Asia	5,239	24,7
Armenia	Asia	3,788	28,6
Sri Lanka	Asia	19,104	31,7
Azerbaijan	Asia	8,096	34,1
Vietnam	Asia	79,175	39,1
Kyrgyzstan	Asia	4,986	39,7



<b>Country</b> <i>(italics: only with I-PRSP)</i> Listed according to continent and according to the portion of the population in column 4	<b>Continent</b>	<b>Population in millions</b>	<b>percentage of under eighteen year olds in the whole population</b>
Mongolia	Asia	2,559	41,2
<i>Bangladesh</i>	<i>Asia</i>	140,369	45,0
Tajikistan	Asia	6,135	45,5
Nepal	Asia	23,593	47,3
<i>Pakistan</i>	<i>Asia</i>	144,971	48,1
<i>Laos</i>	<i>Asia</i>	5,403	49,0
Cambodia	Asia	13,441	<b>51,6</b>
Yemen	Asia	19,114	<b>56,4</b>
<i>Serbia and Montenegro</i>	<i>Europe</i>	10,538	24,2
<i>Moldova</i>	<i>Europe</i>	4,285	28,1
Albania	Europe	3,145	35,0
Guyana	Latin America	0,763	36,6
<i>Dominican Republic</i>	<i>Latin America</i>	8,507	39,5
Bolivia	Latin America	8,516	45,7
Honduras	Latin America	6,575	48,3
Nicaragua	Latin America	5,208	49,5

Source: Unicef (2002): The State of the World's Children Report 2003 – Child Participation, New York.

Only a few (I-)PRSPs deal with youth unemployment. It is mentioned in only nine (I-)PRSPs (cf. table 5 on page 38), despite all (I-)PRSPs' claims to aim for an active employment policy. How macroeconomic decisions could influence the employment opportunities of young people is not discussed in any (I-)PRSP. The same goes for the potential indirect (positive or negative) impacts of poverty reduction measures on children and young people. It is not explained, for example, under which circumstances children and young people can benefit from income-generating measures. There is no attempt to make children visible in public budgets. This is a non-negotiable requirement for every poverty reduction strategy which focuses on the rights of the child: "No State can tell whether it is fulfilling children's economic, social and cultural rights 'to the maximum extent of ... available resources', as it is required to do under Article 4 [of the Convention on the Rights of the Child], unless it can identify the proportion of national and other budgets devoted to the social sector and within that, to children, both directly and indirectly"<sup>35</sup>. These demands of the UN Committee on the Rights of the Child must also be met by the (I-)PRSPs.

All in all, most (I-)PRSPs are far from satisfying the demands devised by the UN Committee on the Rights of the Child in 2003: "The Committee takes note of and encourages efforts underway to reduce poverty in the most heavily indebted countries through the Poverty Reduction Strategy Paper (PRSP). As the central, country-led strategy for achieving the Millennium Development Goals, PRSPs must include a strong focus on children's rights. The Committee urges governments, donors and civil society to ensure that children are a prominent priority in the development of PRSPs and sector-wide approaches to development (SWAPs). Both PRSPs and SWAPs should reflect children's rights principles, with a holistic, child-centred approach recognizing children as holders of rights and the incorporation of development goals and objectives which are relevant to children"<sup>36</sup>.



## 4. 2. Children as victims of poverty: on the perception of children's social reality in the (I-)PRSPs

The perception of children's and young people's social reality in the (I-)PRSPs is fragmented throughout disregarding the fact that children have rights and are not merely objects of socio-political measures.

Children (and young people less so) consistently appear as objects threatened by malnutrition, disease and serious poverty who are in need of protection. Poverty analyses present in detail single dimensions of life chances without any connections made between them.

Almost all (I-)PRSPs include comprehensive statistical series to describe health and nutrition of children and young people. In numerous tables indicators such as infant mortality, malnutrition and vaccination are compiled – which produce a depressing albeit familiar picture of catastrophic realities. Almost all (I-)PRSPs refer to the devastating impact of HIV and AIDS on children and young people. The correlation between poverty, health and nutrition is almost always highlighted.

The same can be said of the educational situation of children and young people which is also given much attention. School enrolment and drop out rates deliver quantitative facets to describe miserable educational facilities. As a rule, the urban-rural-gap and gender specific differences in education access are described.

Without exception the PRSPs (less so the I-PRSPs) stress the correlation between poverty and education: poor people have poor education, poor education leads to poverty as stated in the Cambodian PRSP for example: "The low education enrolment and achievement of the children of the poor today suggests that poverty will be passed along from this generation to the next"<sup>37</sup>.

From time to time PRSPs paint a differentiated picture when presenting the reasons behind inadequate school attendance, here we can also take the example of Cambodia's PRSP: first of all lack of resources for children from poor families in private households and in the public budget is responsible for low school attendance. Second, the need to contribute to the household income often hinders children's school attendance. Third, children's help with domestic chores within the family is very often indispensable. Fourth, the poor quality of teaching often deters attendance. Fifth, family migration often stands in the way of school attendance. Sixth, a lower level of parental education could have negative effects<sup>38</sup>. It is reported that in Guinea the long distance to school often hinders attendance<sup>39</sup>.

Information on the socioeconomic situation of young people appears less frequently than information on children's health and education. No observations on the working conditions of young people for example are made.

Not a single poverty analysis in (I-)PRSPs attempts to typologise child poverty in any way, causal analyses are also missing.

## 4. 3. Child labour? Hardly an issue for (I-)PRSPs

Child labour is a feature of every day life in nearly all countries with an (I-)PRSP: according to the International Labour Organisation (ILO), on average around twelve percent of all five to nine year olds in Asia and approximately 26 percent of children aged between ten and fourteen work. In Sub-Saharan Africa nearly 24 percent of five to nine year olds and approximately 35 percent of ten to fourteen year olds work. In Latin American countries the share of working children aged between five and nine is ten percent and the portion of working children aged between ten and fourteen year olds is just over 21 percent.



Taking this into account and in light of the age distribution one would expect poverty reduction strategies to analyse the situation of working children and young people at length. This is unfortunately not the case as table 4 illustrates: a mere 24 (I-)PRSPs mention the term “child labour” at least once and in Azerbaijan’s PRSP the term “child labour” itself does not appear, the phenomenon is described: in 28 out of 53 (I-)PRSPs investigated (52.8 percent of all [I-]PRSPs) therefore no reference to child labour is found. Even if one takes into account that 24 (I-)PRSPs mention street children in passing, of which, ten (I-)PRSPs do not go into child labour, and an additional 14 (I-)PRSPs make reference to child trafficking, child prostitution and child soldiers – the social reality of working children is of little importance in the (I-)PRSPs.

**Table 4:****(I-)PRSPs and Child Labour****Guide to the symbols:****street children mentioned**

- : paraphrased mention of the circumstances without the term “street children” being used
- : the term “street children” is used

**child labour mentioned**

- : paraphrased mention of the circumstances without the term “child labour” being used
- : use of the term “child labour” without further detail
- : “child labour” is used with further detail on causes, forms and possible solutions

Country (italics: with I-PRSP only) Listed according to continent and date of (I-)PRSP	Continent	(I-)PRSP date	mentioned			goals				Cooperation with IPEC/ILO
			Street children	Child trafficking, child prostitution, child soldiers	Child labour (working children)	Elimination of child labour	Elimination of the worst forms of child labour	Overcoming child labour step by step	Differentiated goals	
Uganda	Africa	2000-03								
<i>São Tomé and Príncipe</i>	<i>Africa</i>	<i>2000-04</i>								
Burkina Faso	Africa	2000-05								
<i>Kenya</i>	<i>Africa</i>	<i>2000-07</i>	●		●				●	
<i>Guinea-Bissau</i>	<i>Africa</i>	<i>2000-09</i>								
Tanzania	Africa	2000-10			●●●	●	●			●
<i>Lesotho</i>	<i>Africa</i>	<i>2000-12</i>								
<i>Cen./Afri. Rep.</i>	<i>Africa</i>	<i>2000-12</i>	●							
Mozambique	Africa	2001-04		●						
<i>Djibouti</i>	<i>Africa</i>	<i>2001-06</i>	●							
<i>Sierra Leone</i>	<i>Africa</i>	<i>2001-06</i>	●	●	●					
<i>Ivory Coast</i>	<i>Africa</i>	<i>2002-01</i>	●	●			●			
Guinea (Conakry)	Africa	2002-01	●	●	●●●		●	●	●	
<i>Cape Verde</i>	<i>Africa</i>	<i>2002-01</i>								
Niger	Africa	2002-01								
<i>Congo, Dem. Republic</i>	<i>Africa</i>	<i>2002-03</i>	●	●						
Mauritania	Africa	2002-03								

Country (italics: with I-PRSP only) Listed according to continent and date of (I-)PRSP	Continent	(I-)PRSP date	mentioned			goals				Cooperation with IPEC/ILO
			Street children	Child trafficking, child prostitution, child soldiers	Child labour (working children)	Elimination of child labour	Elimination of the worst forms of child labour	Overcoming child labour step by step	Differentiated goals	
Zambia	Africa	2002-03	●		●					
The Gambia	Africa	2002-04								
Malawi	Africa	2002-04								
Mali	Africa	2002-05	●	●	●					●
Senegal	Africa	2002-05			●		●	●		
Rwanda	Africa	2002-06	●							
Ethiopia	Africa	2002-07	●							
Benin	Africa	2002-12		●			●			
Ghana	Africa	2003-02	●		●●●	●	●		●	●
Cameroon	Africa	2003-04	●	●						
Chad	Africa	2003-06	●	●	●			●		
Madagascar	Africa	2003-07			●					
<i>Burundi</i>	<i>Africa</i>	<i>2003-11</i>	●							
<i>Laos</i>	<i>Asia</i>	<i>2001-03</i>		●						
<i>Pakistan</i>	<i>Asia</i>	<i>2001-11</i>		●	●		●			
Yemen	Asia	2002-05			●●●					●
Vietnam	Asia	2002-05	●	●	●			●		
Tajikistan	Asia	2002-06	●							
Cambodia	Asia	2002-12	●	●	●●●		●	●	●	●
Kyrgyzstan	Asia	2002-12			●				●	
Sri Lanka	Asia	2002-12		○	●					
<i>Bangladesh</i>	<i>Asia</i>	<i>2003-03</i>	●		●●●	●		●	●	
Azerbaijan	Asia	2003-05	●		○					
Nepal	Asia	2003-05			●●●	●	●			●
Georgia	Asia	2003-06	○		●					
Mongolia	Asia	2003-07	●		●	●				●
Armenia	Asia	2003-11								
<i>Macedonia</i>	<i>Europe</i>	<i>2000-11</i>								
<i>Moldova</i>	<i>Europe</i>	<i>2000-11</i>								
Albania	Europe	2001-11	●							
<i>Serbia and Montenegro</i>	<i>Europe</i>	<i>2002-06</i>								
Bolivia	Lateinam.	2001-03			●			●		
Nicaragua	Lateinam.	2001-07			●					●
Honduras	Lateinam.	2001-08	●		●●●			●	●	●
Guyana	Lateinam.	2002-05			●	●				
<i>Dominican Republic</i>	<i>Lateinam.</i>	<i>2003-11</i>								

As shown in the table, considerable regional differences exist: only 15 of 30 (I-)PRSPs developed by African countries (exactly half) mention child labour at least once, but ten out of 14 Asian (I-)PRSPs and four out of five Latin American countries refer to child labour (at least to some extent).

The result is more obvious when it is taken into account that, as a rule, the mention of child labour is merely a reference. Only eight (I-)PRSPs go into child labour in more depth and offer at least some sort of action-orientated analysis (that is a mere 15.1 percent of all [I-]PRSPs). Four come from Asian countries, one from Latin America and three from Africa. A mere ten percent of African countries therefore take a closer look at the social reality of working children and in doing so of a large portion of the population.

It is noticeable that six of the eight countries whose (I-)PRSPs go into detail on child labour, worked (more or less) closely with the International Labour Organisation, according to ILO, and cooperated with the International Programme on the Elimination of Child Labour (IPEC) in particular whilst drawing up the strategy papers (these countries are: Cambodia, Ghana, Honduras, Nepal, Tanzania and Yemen). For a seventh country, Bangladesh, the cooperation with IPEC already goes back to the 90's: IPEC's influence is obvious (cf. table 4). Correspondingly, six of the nine countries which cooperated with IPEC go into child labour in more detail.

Not a single (I-)PRSP offers a comprehensive and coherent analysis of the forms and impacts of child labour, which would be appropriate for depicting social reality. Thus there is a complete lack of attempts to differentiate – with the exception of Guinea's PRSP which announces a study on the typology of child labour<sup>40</sup>.

The situation of the street children mentioned also remains completely unclear, they are merely presented as "problem cases". In Azerbaijan's PRSP it is noted that since independence street children have become "more visible"<sup>41</sup>. Furthermore, it is mentioned that some of the displaced children live on the streets to earn money<sup>42</sup>. Mongolia's PRSP complains that the existence of street children has become the cause of discussion within the "international community"<sup>43</sup>. References to street children in the (I-)PRSPs are repeatedly found in lists of marginalised or they are referred to as a problematic population group: "street children, poor old people, disabled" (according to the Bangladesh's PRSP<sup>44</sup>), "disabled people, HIV infected, orphans, street children and abandoned children" (as found in the Cambodian PRSP<sup>45</sup>) or "street children and mentally disabled" (Cameroon<sup>46</sup>).

Finally there is an astounding lack of information in the (I-)PRSPs about those extreme forms of child exploitation, which are considered to belong to the group of ILOs "unconditional worst forms of child labour" (child trafficking, child prostitution and the use of child soldiers).

Such disregard for the situation of working children can also be attributed to the World Bank's instructions for the preparation of PRSPs. In the two-volume "Poverty Reduction Strategy Sourcebook" there are only six references to child labour – and these significantly in chapter 3.1 entitled "Social Protection" of the second volume ("Macro and Sectoral Issues") in which a mere mention offers more than a simple reference to child labour<sup>47</sup>. In other potentially relevant chapters – for example chapter 1.4 on "Development Targets and Costs" in the first volume ("Core Techniques and Cross Cutting Issues") or chapter 2.1 on "Participation" of the first volume or in chapter 3.3 "Education" of the second volume – working children are not mentioned once.

It is also noticeable that the World Bank's Sourcebook does not mention the Convention on the Rights of the Child nor the ILO convention 138 on the minimum age for admission to employment or convention 182 on the worst forms of child labour. Such an omission in the World Bank's Sourcebook is surprising because the World Bank does deal with child labour in a different context; for instance, it participates in the project "Understanding children's work"<sup>48</sup> with UNICEF. This fact highlights the lack of coherence in the work of IFIs and the insufficient coordination of its work with other institutions within the UN system, not least with ILO and the UN-Committee on the Rights of the Child: a structured co-operation with both institutions has been initiated but not really been promoted so that they could not influence the operative business of the IFIs.



#### 4. 4. Causes of Child Labour hardly investigated: no coherent poverty analysis

Not one (I-)PRSP includes a conceptualisation of child labour capable of differentiating between old and new forms of child labour, and able to look into economic and non-economic dimensions, to differentiate sufficiently, to include internal and external causes for certain types of child labour: particularly in the context of world market orientated macroeconomic strategies which focus on liberalisation, deregulation and privatisation the question of the impacts of globalisation processes on child labour is significant. This question appears to be a long way off.



India  
Photo: Christoph Engel, Kindernothilfe

The reference that child labour is a consequence of poverty appears quite frequently of course, ("children's work is most frequent among the poor" according to Madagascar's PRSP<sup>49</sup>). Occasionally it is stressed that child labour for its part becomes the cause of poverty. Ghana's PRSP goes into this two-way relationship in more detail: "child labour therefore is a national problem. It breeds another cycle of people who most likely will be less well off or end up in poverty later"<sup>50</sup>.

The connection between child labour and education is also presented as two-way in some (I-)PRSPs: lack of education leads to child labour which at the same time hinders education. In Cambodia girls especially are more disadvantaged as they had to work and couldn't go to school<sup>51</sup>.

It is often mentioned that the deterioration in the social situation has led to both an increase in the number of street children and to an increase in child labour (according to Yemen's PRSP<sup>52</sup>). Azerbaijan's PRSP states that since independence the increase in the number of street children occurred because children ran away from homes<sup>53</sup>.

Honduras PRSP sees in child labour a "new" form of survival strategy for the poor and claims that hurricane Mitch was responsible for a sharp increase in child labour<sup>54</sup>. Yemen's PRSP refers to the connection between child labour and migration<sup>55</sup>.

A connection between the collapse of traditional social structures and an increase in child labour and the number of street children appears repeatedly: for Zambia it is observed that the collapse of family security systems has had an effect on street children<sup>56</sup>. Mali's PRSP suggests that the social situation of the family has deteriorated and this has led to an increase in child labour<sup>57</sup>.



The break up of states also had negative impacts – Azerbaijan’s PRSP refers to the internal displacements which children fell victim to<sup>58</sup>, in Sierra Leone the impacts of the civil war become visible<sup>59</sup>.

Above all such references to the increase in (social) insecurity begs certain questions: what led to the collapse of traditional family structures? Why do violent migrations and displacements occur crushing children and young people? Why are there so many refugees? To what extent are globalisation processes responsible for the increase of social insecurity and poverty within certain population groups? And how can the complex, two-way relationship between poverty on the one hand, and child labour and economic exploitation of children on the other hand be determined analytically?

That such questions are not posed in the (I-)PRSPs comes down to the fact that a coherent poverty analysis and a “Poverty and Social Impact Analysis” are lacking which would inevitably deal with such questions in detail; in view of such analytical abstention in the (I-)PRSPs child poverty and child labour remain one-dimensional. Only Ghana’s PRSP appears to be an exception: describing street children as socially excluded indicates that a comprehensive concept of poverty – in which the notion of “social exclusion/inclusion” figures – could form the basis of Ghana’s PRSP.

All in all, the opinion occasionally held by NGOs and child’s rights organisations that the (I-)PRSPs do not include information on child labour and its causes is incorrect. However, a closer look at how the causes of child labour (and the existence of street children) are presented in the (I-)PRSPs shows how they do not even satisfy the standards of analysis set by the IFIs – standards which are an essential prerequisite for developing sustainable poverty reduction strategies and for the implementation of the rights of the child.

#### **4. 5. Children have rights – working children in the (I-)PRSPs do not**

The majority of (I-)PRSPs does not deal with child labour and with working children in a human rights perspective which is generally missing in most (I-)PRSPs: only 16 (I-)PRSPs mention rights of children of which merely the PRSPs of Ghana<sup>60</sup>, Guinea<sup>61</sup>, Honduras<sup>62</sup> and Rwanda<sup>63</sup> make a clear reference to the UN Convention on the Rights of the Child and display at least a weak human rights approach. Three further (I-)PRSPs name some isolated rights like the right to education without elaborating. A reference to the rights of the child in connection with child labour can only be found in Bolivia’s<sup>64</sup> PRSP. Honduras’<sup>65</sup> and Mongolia’s<sup>66</sup> PRSPs mention the rights of the child with regard to street children. On the other hand 34 (I-)PRSPs – that is 64.2 percent – do not even cite the rights of the child once: a human rights assessment of the situation of working children and young people does not, therefore, take place.

In addition, the reasons behind the fight against child labour in some (I-)PRSPs have no positive connection to the rights of the child: in Bangladesh’s I-PRSP the aim is to attract foreign and domestic investment. Social dialogue should be widened therefore and child labour should be incorporated into the dialogue. Bangladesh’s I-PRSP apparently seems consider child labour as deterrent for foreign investment<sup>67</sup> (during the 90’s Bangladesh was in the headlines of world press because of child labour, which was seen by Bangladesh as damaging to its image). For Nepal, the elimination of child labour is part of a comprehensive economic modernisation strategy<sup>68</sup>.

At least the references of some (I-)PRSPs to property and land rights of women, children and young people are indirectly relevant since they could vouch for income possibilities. Honduras stresses the property rights of women and children as protection rights<sup>69</sup> as do Zambia’s and Sri Lanka’s PRSPs. Such references also deserve special attention because up until now property rights were hardly considered in the discourse on economic, social and cultural rights.

Despite such noteworthy exceptions, the (I-)PRSPs are, on the whole, rather unsatisfactory from a human rights perspective – especially with regard to working children and young people who



are not perceived as having rights in most (I-)PRSPs. This is partly shown by the fact that 42 (I-)PRSPs say nothing about the participation of children and young people in the development and/or implementation of PRSP processes (cf. above, table 2, page 24). One can assume then that in these countries (working) children and young people were not involved in the PRSP processes to date and their participation is unlikely in the future. In 42 countries, therefore, the majority of the population seems to be excluded from participating in PRSP processes.

There are only a few exceptions: seven (I-)PRSPs say that youth organisations and associations participated in the PRSP processes. Cameroon's I-PRSP<sup>70</sup> claims to have included street children in the process. Ivory Coast's and Guinea's (I-)PRSPs do go into more detail: the Ivory Coast plans "the involvement and participation" of young people in managing "socio-educational centers" in connection with the promotion of youth employment<sup>71</sup>. Guinea's PRSP makes the assertion that street children took part in consultations on "the concept of poverty" and claims the intention to support the "children's parliament"<sup>72</sup>. Yet even these statements are so vague that it is impossible to come to any conclusion on the quality of the participation.

#### **4. 6. Projects instead of strategies to implement the rights of (working) children**

Given the lack of analysis on the social situation of working children and young people, given the basic deficit in the poverty analysis and not least due to the absence of a "Poverty and Social Impact Analysis" it is hardly surprising that most (I-)PRSPs do not present a coherent strategy aimed at improving the social situation of (working) children and young people. Instead they concentrate on an abundance of isolated measures for children and young people and are generally not connected to child labour.

The lists of educational projects in almost all (I-)PRSPs are comprehensive. "Education for All" by the year 2015 is often named as a goal. Cambodia's I-PRSP is an example of this – by 2015 all children will have achieved the year 9 certificate<sup>73</sup>. As a result, sizeable funds are allotted to educational policy measures: 21.3 percent of the I-PRSP's estimated expenses should go into education – the second largest budget position after the expenses for the expansion of energy supply amounting to 31.6 percent of the total expenditure. (In comparison: the measures under the title "Combating Child Labour and Trafficking and Child Protection" have been allocated only 1.6 percent of total expenditure in Bangladesh's I-PRSP).

In order to achieve the challenging education policy goals, most (I-)PRSPs have devised action plans which include the following measures (emphasis differs):

- Securing access to basic education by levelling out the urban-rural-gap and bridging the gender gap, therefore special support for girls in rural areas,
- Improvement of curricula,
- Improvement of training and motivation of teaching staff and therefore raise in salary,
- Construction of new schools and expansion of existing schools,
- And measures for vocational training as addressed in 48 of the 53 (I-)PRSPs (cf. table 5).

This list of measures is, for the most part, not in relation to working children and young people and is only vaguely connected to analytical findings. As the example of vocational training clearly shows: although in nearly all (I-)PRSPs relevant measures are planned which often, but not always, apply to young people – at least 19 (I-)PRSPs do outline concrete vocational training programmes for young people – a connection to youth unemployment, however, is never made and only seldom the need to promote youth employment is stressed.



Table 5:

## Information on the employment situation and vocational training of young people

### Guide to the symbols:

#### reference to the need to promote youth employment

- : one to three references without further details
- : concrete programmes to promote youth employment

#### Importance of vocational training

- : references to the need to promote vocational training (not only for young people) with no concrete mention of programmes
- : concrete programmes of vocational training which are (also) aimed at young people

Country <i>(italics: with I-PRSP only)</i>	One to three references to youth unemployment	Need to promote youth employment is referred to	Importance of vocational training
Albania			●●●
Armenia			●
Azerbaijan	●		●●●
<i>Bangladesh</i>			●●●
Benin			●
Bolivia			●
Burkina Faso			●
<i>Burundi</i>		●	●
Cameroon			●●●
Cambodia		●	●●●
<i>Cape Verde</i>			
<i>Central African Republic</i>			●
Chad			●
<i>Congo, Dem. Republic</i>			●
<i>Djibouti</i>			●
<i>Dominican Republic</i>			
Ethiopia		●	●●●
The Gambia			●●●
Georgia	●	●●●	●
Ghana		●	●●●
Guinea (Conakry)			●●●
<i>Guinea-Bissau</i>		●	●
Guyana			●
Honduras			●
<i>Ivory Coast</i>	●	●●●	●
<i>Kenya</i>			
Kyrgyzstan		●	●
<i>Laos</i>	●	●	●
<i>Lesotho</i>			●
<i>Macedonia</i>			
Madagascar			●●●
Malawi			●●●



<b>Country</b> <i>(italics: with I-PRSP only)</i>	<b>One to three references to youth unemployment</b>	<b>Need to promote youth employment is referred to</b>	<b>Importance of vocational training</b>
Mali			●●●
Mauritania	●		●●●
<i>Moldova</i>	●		
Mongolia			●●●
Mozambique			●●●
Nepal			●
Nicaragua			●
Niger	●		●
<i>Pakistan</i>			●
Rwanda	●	●	●●●
<i>São Tomé and Príncipe</i>			●
Senegal			●
<i>Serbia and Montenegro</i>			●
<i>Sierra Leone</i>		●	●
Sri Lanka	●		●●●
Tajikistan			●
Tanzania			●
Uganda			●
Vietnam			●●●
Yemen			●●●
Zambia			●



Philippines  
Photo: Christoph Engel, Kindernothilfe

Measures for "non-formal education", "informal education" or "alternative education" are addressed in 20 (I-)PRSPs and in three of these concretised – but again hardly ever in connection to child labour (cf. table 6), the only exceptions are Bangladesh's and Ghana's (I-)PRSPs: in Bangladesh the introduction of a new "learn-and-earn methodology" is under examination to combine work and education<sup>74</sup>, for Ghana an "alternative education for children out of school" is mentioned<sup>75</sup>.



**Table 6:**  
**(I-)PRSPs and measures for informal education**

**Guide to the symbols:**

**informal education mentioned in (I-)PRSP ("non-formal", "informal" or "alternative education")**

- : one to three references without further details
- : concrete programmes on informal education outlined

<b>Country</b> (italics: with [I-]PRSP only)	<b>Informal education mentioned</b>	<b>Comments</b>
Albania		
Armenia		
Azerbaijan		
<i>Bangladesh</i>	●	"learn-and-earn methodology", cf. number 6.4.3
Benin		
Bolivia	●	
Burkina Faso	●	
<i>Burundi</i>		
Cameroon	●	
Cambodia	●	
<i>Cape Verde</i>		
<i>Central African Republic</i>		
Chad		
<i>Congo, Dem. Republic</i>		
<i>Djibouti</i>		
<i>Dominican Republic</i>		
Ethiopia	●●●	"non-formal education" mostly for adults
The Gambia	●	
Georgia	●	
Ghana	●●●	sub-section "Alternative education" (PRSP Ghana, pg.103f.), cf. number 6.20.7
Guinea (Conakry)	●●●	small sub-section on "informal education" above all for girls (PRSP Guinea, pg.86), cf. also number 6.21.4
<i>Guinea-Bissau</i>		
Guyana		
Honduras	●	
<i>Ivory Coast</i>		
<i>Kenya</i>		
Kyrgyzstan		
<i>Laos</i>	●	
<i>Lesotho</i>		
<i>Macedonia</i>		
Madagascar	●	
Malawi		
Mali		



<b>Country</b> (italics: with [I-]PRSP only)	<b>Informal education mentioned</b>	<b>Comments</b>
Mauritania		
<i>Moldova</i>		
Mongolia		
Mozambique	●	
Nepal	●	
Nicaragua	●	
Niger		
<i>Pakistan</i>	●	"child labour schools", cf. number 6.41.2
Rwanda		
<i>São Tomé and Príncipe</i>		
Senegal	●	
<i>Serbia and Montenegro</i>		
<i>Sierra Leone</i>		
Sri Lanka	●	
Tajikistan		
Tanzania		
Uganda		
Vietnam	●	
Yemen		
Zambia		

Only 18 (I-)PRSPs – that is, 34 percent of all (I-)PRSPs – set socio-political goals with regard to child labour. In six strategy papers the elimination of child labour is clearly mentioned, nine papers aim to eliminate the unconditional worst forms of child labour (child trafficking, child prostitution, the use of child soldiers), eight (I-)PRSPs plan a step by step elimination of child labour and seven name differentiated objectives (cf. table 4, page 32f). Bangladesh aims to both eliminate child labour and to overcome child labour step by step and additionally names differentiated objectives (through the attempt to combine work and school).

Four out of six strategy papers which focus on eliminating child labour were drawn up in cooperation with IPEC and four of the nine (I-)PRSPs which were developed in cooperation with IPEC name the elimination of child labour as its aim: also in this respect one can assume the influence of IPEC played a part. Overall, it is astonishing that of the 18 (I-)PRSPs which set socio-political goals only six aim to eliminate child labour. Mostly the (I-)PRSPs are limited to step by step solutions. Cambodia is an example here: the portion of working ten to fourteen year olds should be reduced from 8.3 percent (at the time of I-PRSP preparation) to 5.3 percent by 2005<sup>76</sup>. Honduras aims for the "gradual and progressive eradication of child labour"<sup>77</sup>. Senegal would like to combat the worst forms of child labour and eventually eliminate child labour<sup>78</sup>.

In some cases the strategy paper fluctuates: Ghana would like to implement "elements" (sic!) of the International Programme on Elimination of Child Labour in the "major towns", which speaks in favour of a step by step elimination of child labour. On the other hand Ghana's PRSP appeals for legal regulations against child labour<sup>79</sup> which should be applied in principle.

Guinea's PRSP chooses an independent way: a typology of child labour is planned as well as an investigation into the working conditions of children in specific economic branches (craft, agriculture, mining and quarries) in order to protect children against damaging forms of labour. According to Guinea's PRSP children should also be protected against child trafficking<sup>80</sup>.



It is unclear how these goals can be achieved as in the majority of the (I-)PRSPs, aims and measures are named yet often not attributed to one another. Still, over half of the (I-)PRSPs, namely 27, state measures in direct relation to child labour (cf. table 7), of which 13 plan more than only one type of measure.

Seven of these strategy papers allow us to anticipate something like an extensive strategy (Bolivia, Cambodia, Ghana, Nepal, Pakistan, Senegal and Tanzania). Again, some influence from IPEC is noticeable here, as four of these countries developed their (I-)PRSPs in cooperation with IPEC.

For the most part, measures aimed at social integration, construction of rehabilitation centres for street children and general awareness campaigns are planned (in 16 [I-]PRSPs).



Guatemala  
Photo: Christoph Engel, Kindernothilfe

Fourteen (I-)PRSPs plan legal measures or official initiatives – which could range from a reduction in working hours for children in connection with the attempt to connect work and school (according to Bangladesh<sup>81</sup>) to a revision of existing laws against child labour (according to Pakistan<sup>82</sup>, whether this includes amendment remains open).

Income generating measures for overcoming child labour are planned by only six (I-)PRSPs, whereby the measures in Ethiopia (there street children should find employment), Bangladesh ("learn and earn"), Burkina Faso and Burundi also refer directly to children. (Generally, poverty reduction strategy papers often plan income-generating measures but not within the context of child labour).

Eight (I-)PRSPs plan educational measures for street children and for working children with the aim of abolishing child labour. Conversely, both Bangladesh's and Bolivia's (I-)PRSP argue that child labour should be abolished in order to achieve educational policy aims.



## Attempts at strategies to overcome child labour? Four examples

### Bangladesh

Bangladesh's I-PRSP seems to deal with child labour as it could deter foreign investment. This is probably the reason behind the motivation to eliminate child labour.

At the same time it states that "self-employment" of children within the informal sector is widespread. For this reason the strategy should have several levels:

- Adult family members must be ensured employment in lieu of child's work.
- Families should receive financial support from the state to compensate for child's income loss.
- The possibility of combining school and work for older children should be investigated.

(cf. below, numbers 6.4.2 and 6.4.3)

### Bolivia

In Bolivia's PRSP it is assumed that the exploitation of children at work keeps children from exercising their rights.

Priority must be given to the right to education.

Children shall be protected from economic exploitation and dangerous work.

In this way the "National Plan for Gradual Eradication of Child Labour" should be implemented.

(cf. below, numbers 6.6.1 and 6.6.2)

### Honduras

Honduras' PRSP adopts the following measures to implement the rights of the child:

- Securing right to ownership as property rights for women and children,
- Strengthening the Honduran Institute for Children and the Family to improve the protection of children, in particular street children,
- Implementing the National Plan for Gradual and Progressive Eradication of Child Labour to support children who work under conditions which violate their rights and hinder their development,
- Protecting working adolescents involved in high-risk work (such as underwater fishing or mining),
- Protecting adolescents working in domestic service to prevent their economic exploitation and
- Promoting vocational training.

(cf. below, number 6.24)

### Tanzania

Tanzania's PRSP remarks that during the PRSP process civil society called for a programme to address youth unemployment and child labour and names a multidimensional programme to eliminate child labour:

- a "national policy" was developed as a guideline for measures to eliminate child labour,
- a national survey into child labour was carried out,
- a National Inter-Sectoral Coordination Committee was set up to (merely?) coordinate the programme to eliminate child labour,
- around 4.000 children have been removed from labour considered to be the worst forms and now receive reasonable alternatives including formal education and vocational training,
- approximately 800 families have received support enabling them to adopt income generating measures,
- the government coordinates the implementation of the programme to eliminate the worst forms of child labour and
- revision of laws to protect children from labour.

(cf. below, number 6.49)



**Table 7:****Measures planned in relation to child labour, street children, child trafficking and child slavery in the (I-)PRSPs****Guide to the symbols:****Educational measures**

○: elimination of child labour, in order to fulfil educational policy goals

●: educational measures carried out, in order to overcome child labour

<b>Country</b> <i>(italics: with I-PRSP only)</i>	<b>Legal and official measures</b>	<b>Educational measures with a direct reference to working children and street children</b>	<b>Social re- integration measures, rehabilitation centres and general awareness raising</b>	<b>Income- generating measures for young people and their parents</b>	<b>Further measures</b>
Albania		●			
Armenia					
Azerbaijan			●		
<i>Bangladesh</i>	● ("learn-and-earn methodology")	○		● ("learn-and-earn methodology")	Employment for adults or transfer payments to families of working children so that they can go to school
Benin	●				
Bolivia		○	●		
Burkina Faso				● for adolescents	
<i>Burundi</i>			●	● for adolescents	
Cameroon			●		
Cambodia	●	● (focus on girls education)	●		
<i>Cape Verde</i>					
<i>Central African Rep.</i>					
Chad		●			
<i>Congo, Dem. Rep.</i>			●		
<i>Djibouti</i>					statistical surveys on street children planned
<i>Dominican Rep.</i>					
Ethiopia			●	● (employment for street children)	
The Gambia					
Georgia					
Ghana	● (includes "alterna- tive education")	●	●		

<b>Country</b> <i>(italics: with I-PRSP only)</i>	<b>Legal and official measures</b>	<b>Educational measures with a direct reference to working children and street children</b>	<b>Social re- integration measures, rehabilitation centres and general awareness raising</b>	<b>Income- generating measures for young people and their parents</b>	<b>Further measures</b>
Guinea (Conakry)	● (awareness-raising with regard to international conventions and national laws)		●		Planned investigation into the working conditions of working children and the living conditions of street children
<i>Guinea-Bissau</i>					
Guyana	●				
Honduras	●		● (accompanying measures to protect and support working children )		
<i>Ivory Coast</i>	●				statistical survey on street children
<i>Kenya</i>					
<i>Kyrgyzstan</i>					
<i>Laos</i>					
<i>Lesotho</i>					
<i>Macedonia</i>					
Madagascar	● (Enterprises obliged to abstain from employing children through the "National Employment Policy")				
Malawi					
Mali					
Mauritania					
<i>Moldova</i>					
Mongolia					
Mozambique					
Nepal	●		●	●	Implementation of IPEC-Programme
Nicaragua		● (alternative education a t work)			"Decrease work performed by children"
Niger					

<b>Country</b> <i>(italics: with I-PRSP only)</i>	<b>Legal and official measures</b>	<b>Educational measures with a direct reference to working children and street children</b>	<b>Social re-integration measures, rehabilitation centres and general awareness raising</b>	<b>Income-generating measures for young people and their parents</b>	<b>Further measures</b>
<i>Pakistan</i>	●	● ("Child Labour Schools")	●		
<i>Rwanda</i>					NROs work with street children in areas where the government has a limited influence
<i>São Tomé and Príncipe</i>					
<i>Senegal</i>	●	●	●		
<i>Serbia and Montenegro</i>					
<i>Sierra Leone</i> <i>Sri Lanka</i>	● (securing children and young people's access to rights)		●		
<i>Tajikistan</i>					
<i>Tanzania</i>	●	●	●	●	
<i>Uganda</i>					
<i>Vietnam</i>			●		
<i>Yemen</i>					
<i>Zambia</i>					

However, only seven (I-)PRSPs which cite concrete measures for and with working children, go into child labour in more detail and at least show initial stages of an analysis of the social reality of children and young people. These are the strategy papers of Bangladesh, Cambodia, Ghana, Guinea, Honduras, Nepal and Tanzania.

For the most part, child labour is a side issue for the (I-)PRSPs – and this is demonstrated by the measures mentioned above. About 28 percent of these papers do not go into the situation of working children and young people, of street children, of child soldiers, of child prostitutes and victims of child trafficking, a further 34 percent only marginally as table 8 shows.

On the whole, it must be noted that almost two thirds of all poverty reduction strategy papers can not contribute to the implementation of the rights of the child because they do not pay attention to the daily lives and working conditions of the majority of children and young people.

Based on this fact alone, by no means should all donor assistance be carried out within the PRSP processes. Instead it is the essential and urgent task of development work to qualify the PRSP processes so that they contribute to a sustainable reduction of poverty and strengthening of the rights of the child. Only then, can they be announced as the (full) framework of development co-operation.





India  
Photo: Christoph Engel, Kindernothilfe

**Table 8:**

### Only 13 percent of (I-)PRSPs deal with child labour in depth

Summary of tables 4 and 7

	Countries whose (I-)PRSPs...	Total number	Percent of all (I-)PRSPs
(01)	...contain no reference to child labour, street children or the unconditional worst forms of child labour	15	28,3%
(02)	...refer to street children in passing	7	13,2%
(03)	...only refer to the unconditional worst forms of child labour	3	5,7%
(04)	...refer to child labour in passing without dealing with measures to overcome child labour	7	13,2%
(05)	...refer to the unconditional worst forms of child labour and mention measures to overcome child labour in passing	1	
(06)	<i>Sub total of lines 2 to 5</i>	<i>18</i>	<i>34,0%</i>
(07)	...refer to child labour and suggest methods to combat child labour	9	17,0%
(08)	...go into child labour in detail without discussing measures to combat child labour	1	
(09)	...go into child labour in detail and state measures to overcome child labour	7	13,2%



- 30 Studies by Save the Children, Robinson (2003 a and b) and Marcus, Wilkinson and Marshall (2002) are an exception.  
 31 cf. Save the Children (2001), pg.13-15; Marcus, Wilkinson and Marshall (2002), pg.1119-1122 and Robinson  
 (2003a), pg.14-17.
- 32 This was the case in Togo for example where, as a result of privatisation of state enterprises and the subsequent loss of  
 employment, many families slid into poverty and took their children out of school, cf. Marcus, Wilkinson and Marshall  
 [2002], pg.1121).
- 33 Committee on the Rights of the Child (2003): General Comment No. 5 (2003). General measures of implementation  
 for the Convention of the Rights of the Child, para 42.
- 34 Committee on the Rights of the Child (2003): General Comment No. 5 (2003). General measures of implementation  
 for the Convention of the Rights of the Child, para 52.
- 35 Committee on the Rights of the Child (2003): General Comment No. 5 (2003). General measures of implementation  
 for the Convention of the Rights of the Child, para 51.
- 36 Committee on the Rights of the Child (2003): General Comment No. 5 (2003). General measures of implementation  
 for the Convention of the Rights of the Child, para 62.
- 37 PRSP Cambodia, pg.20.
- 38 PRSP Cambodia, pg.20. In the case of Cambodia it is cited that parents sometimes don't send their children to school  
 because this is "a common site for drug abuse". Girls are often not allowed to attend school "because of security con-  
 siderations, as well as using the labour of girls for productive and domestic work". It is worth noting that in both cases  
 school attendance depends on the parents' decision.
- 39 PRSP Guinea, pg.16.
- 40 cf. below, number 6.21.5.
- 41 cf. below, number 6.3.1.
- 42 cf. below, number 6.3.2
- 43 cf. below, number 6.36.1.
- 44 cf. below, number 6.4.1.
- 45 cf. below, number 6.10.1.
- 46 cf. below, number 6.9.1.
- 47 "Child-labour reduction programs promote the development of human capital and increase equity and education for  
 all groups by designing comprehensive strategies for broadly based poverty reduction, and craft appropriate legislation  
 and programs specifically for child labourers to reduce the occurrence and mitigate the risks of harmful child labour"  
 (World Bank [not dated], pg.165).
- 48 UNICEF and World Bank: Understanding children's work. An Inter-Agency Research Cooperation Project on Child  
 Labour, [www.ucw-project.org](http://www.ucw-project.org).
- 49 cf. below, number 6.31.1.
- 50 cf. below, number 6.20.2.
- 51 cf. below, number 6.10.3.
- 52 cf. below, number 6.52.2.
- 53 cf. below, number 6.3.1.
- 54 cf. below, number 6.24.1.
- 55 cf. below, number 6.52.1.
- 56 cf. below, number 6.53.1.
- 57 cf. below, number 6.33.1.
- 58 cf. below, number 6.3.1.
- 59 cf. below, number 6.46.2.
- 60 cf. below, number 6.20.5.
- 61 cf. below, number 6.21.1.
- 62 cf. below, number 6.24.4.
- 63 cf. below, number 6.42.3.
- 64 cf. below, number 6.6.1.
- 65 cf. below, number 6.24.4.
- 66 cf. below, number 6.36.1.
- 67 cf. below, number 6.4.2.
- 68 cf. below, number 6.38.3.
- 69 cf. below, number 6.24.3.
- 70 cf. below, number 6.9.4.
- 71 cf. below, number 6.25.3.
- 72 cf. below, number 6.21.2.
- 73 PRSP Cambodia, pg.96.
- 74 cf. below, number 6.4.3.
- 75 cf. below, number 6.20.10.
- 76 cf. below, number 6.10.5.
- 77 cf. below, number 6.24.5.
- 78 cf. below, number 6.44.4.
- 79 cf. below, numbers 6.20.5 and 6.20.6.
- 80 cf. below, number 6.21.5.
- 81 cf. below, number 6.4.3.
- 82 cf. below, number 6.41.1.



## 5. PRSP processes must be qualified. Some demands<sup>83</sup>

This problem outline serves to demonstrate that qualifying the PRSP processes is an essential prerequisite for its contribution to strengthening the rights of the (working) child. The preparation and implementation of the PRSPs and their content must be further developed so that they at least meet the requirements the IFIs set. The different actors should be qualified and, if necessary, empowered so that they can contribute to implementing the rights of the child. In detail, the following demands ensue, which partly go beyond child labour because a human rights perspective doesn't allow us to deal with child labour isolated from its social and economic context:

### 5. 1. Demands on the PRSPs' content

#### 5. 1. 1. Coherent poverty analysis

A coherent poverty analysis which is in a position to include the complexity, multidimensional nature and diversity of poverty and its causes must provide the basis for PRSPs. It is not sufficient to present the single dimensions of poverty as is the case in the current (I-)PRSPs.

Here it is essential that poor people are perceived as holders of rights and poverty as the exclusion from rights. This is also and in particular the case for children and young people.

Poverty may not be seen as static condition only, rather, poverty dynamics should be detected. Accordingly it is important to ask which societal and economic processes change the social situation of children and young people and how. It is also important to look into the regional differentiations or different developments for certain groups of children and young people. Examples of such groups could be: children from marginalised groups (for example indigenous, ethnical or religious minority groups, lower castes, outcastes or untouchables) in rural areas, children from urban middle classes or children of migrants and refugees.

Poverty analyses aiming to record the reality of large portions of children and young people must not only systematically investigate their living but also their working conditions. This is not about abstract and generalising accounts of child labour – one must look into how the rights of the child are affected in daily life and how they can be strengthened and how they are violated through the working conditions. A sufficient differentiation of the situation of working children and young people is essential here.

Investigating internal and external causes of poverty and, above all, of poverty dynamics must be of central importance. In particular, the impacts of globalisation processes on the situation of working children and young people must also be of importance. This question must not be limited to quantitative aspects. For this reason, the impacts on working conditions of children and young people should be analyzed.

PRSPs must make their connections to other strategies for poverty reduction clear.

PRSPs may not be formulated as "add on" to macroeconomic strategies.



### 5. 1. 2. Poverty and Social Impact Analysis

Macroeconomic strategies must be designed in such a way so that they contribute to strengthening human rights in general and in particular the rights of the child. This calls for a "Poverty and Social Impact Analysis" (PSIA) which investigates the impacts of liberalisation, deregulation and privatisation, lays open potential trade-offs and places more importance on critical sectors.

The PSIA must pick up on civil society knowledge and be shaped by the experiences of marginalised and socially excluded groups. Since children and young people make up large parts of these groups their experiences must shape PSIA and particular importance should be placed upon the connection between poverty and the access to the rights of the (working) child.

The PSIA must include a special section on the impacts of macroeconomic strategies and economic measures on the rights of the child (like a child compatibility examination).

Only on the basis of a coherent PSIA can criteria for a "Pro-Poor Growth" be extracted.

### 5. 1. 3. Coherent strategies

Strategies for poverty reduction and for the enforcement of the rights of the child must be coherently designed and may not be replaced by unconnected single measures and projects.

Budgets for strengthening the rights of the child must be made visible and children's budgets must be presented.

The PRSPs must place more importance on the reduction of youth unemployment and on the promotion of youth employment.

Indirect impacts of single elements of a poverty reduction strategy on the situation of working children must be investigated. The impacts of a "Pro-Poor Growth" strategy on youth employment must be investigated.

## 5. 2. PRSP Processes must be participatory

The IFIs and other donors must not undermine the principle of "ownership".

The development of PRSPs must be de-linked from the enhanced HIPC initiative and the time frame must be lengthened.

Both the development and the implementation of PRSPs must be participatory, where significant civil society participation must be ensured.

Civil society participation must not undermine the constitutional role of democratic institutions (local, regional and national parliaments).

It has to be ensured that children and youth from rural areas as well as from marginalised groups and non-organised children and youth irrespective of their level of education and articulacy can also participate.

PRSPs must be formulated so that they can be understood by older children and young people.

## 5. 3. Qualifying Actors

### 5.3.1 International Financial Institutions

The IMF and the World Bank must be bound to a pro-active observation of the rights of the child.

IFIs must orientate their complete policy to the overarching goal to reduce poverty whereby poverty reduction strategies should be designed with a human rights perspective in order to enforce economic, social and cultural rights.





India  
Photo: Christoph Engel,  
Kindernothilfe

The structured cooperation of IFIs and the UN Committee on the Rights of the Child and the International Labour Organisation must be further developed so that the experiences gained in the UN system with political, social and legal approaches to enforce the rights of the child can also be used by the IFIs.

### 5.3.2. Industrial countries

Parliaments and governments of EU member states as well as the European Parliament and Commission must use their influence within the IFIs to support the demands outlined here. In the framework of the bilateral and multilateral cooperation a human rights approach to the PRSP processes taking into account the principle of ownership must be promoted. The bilateral and multilateral cooperation must contribute to the empowerment of children and young people and their organisations so that they are in a position to participate relevantly in the PRSP process.

### 5.3.3. Civil society

(Working) children and youth and their organisations must be empowered so that they can participate in the development and implementation of PRSP processes in the best possible way.

International communication between children and young people on PRSP processes must be promoted.

Non-governmental organisations (including children's organisations), together with the private sector, should draw up their own plans to implement the PRSPs.

Non-governmental and donor organisations from the "North" should finance independent reviews on the implementation of PRSPs as previous and current reports are dominated by International Financial Institutions (including the International Bank for Reconstruction and Development, IBRD).

With regard to PRSP evaluation in donor countries in 2004 as part of the PRSP review process European NGOs should campaign for new priorities in the EU and strive for resolutions from national parliaments of EU member states.

As far as possible existing NGO PRSP monitoring structures and networks should be used to review PRS processes.

83 The following comments are partly based on recommendations discussed at the International Conference "Child Labour within the context of Globalisation: problem outline and action points" (26th to 28th September 2003 in Hattingen, Germany). The conference was organised by the German Child Labour Forum in co-operation with NGOs from Germany, Austria and Great Britain – 60 experts from 22 countries took part.



## 6. Compilation of statements on the problem of child labour in (I-)PRSPs

Statements contained in the (I-)PRSPs on child labour, street children, child slavery, child soldiers, child prostitution and child trafficking follow as well as other issues relevant to this problem outline.

The names of countries which only have an I-PRSP up until now appear in italics as well as the quotes from these I-PRSPs.

Accentuations in the original appear bold and those of the author underlined.

### 6. 1. Albania

#### 6. 1. 1. Educational policy measures for street children

"The increased attendance of the 8-grade education will be mainly achieved through enrolment of the children from poor families, especially those in the rural and suburban areas by implementing specific projects, such as the 'street children' project" (PRSP Albania, number 217, pg.71).

#### 6. 1. 2. Youth unemployment

High level of youth unemployment mentioned but merely the building up of vocational training planned.

No further relevant references

### 6. 2. Armenia

No relevant references

### 6. 3. Azerbaijan

#### 6. 3. 1. Street children as a symptom of the social disintegration

"The increasing vulnerability of part of the child population is also manifested in the increase in the number of children being put into institutional care by parents [...], and in the increase in the numbers of street children" (PRSP Azerbaijan, pg.7).

"Since independence the problem of street children has become more visible. This is in many ways related to the problems of institutionalised care, since many of the street children have either run away or graduated from institutionalised care" (PRSP Azerbaijan, pg.43).



"Developing an action plan to improve social reintegration of children that need special care, including the disabled and street children" (PRSP Azerbaijan, pg.31).

### 6.3.2. Street children as working children

"There is also some evidence that the children of some sections of the IDP population [IDP: Internally Displaced Persons] have had to take to the streets to try to earn some money not just for themselves but for their families" (PRSP Azerbaijan, pg.43).

No further relevant references

## 6.4. Bangladesh

### 6.4.1. Street children and poverty

"There is a critical need to address the specific problems of chronic poverty and socially disadvantaged groups (street children, elderly poor, the disabled population, to name a few)" (I-PRSP Bangladesh, number 5.74, pg.48).

#### 6.4.2. Child labour as a deterrent for investment?

##### "Emphasis on Employment Generation

5.5 Along with integrating economic and social policies, the strategy aims at expanding decent employment opportunities through both wage and self-employment. For this, an integrated approach would be followed to create an employment-expanding macroeconomic framework through (i) adjusting public expenditure, ensuring monetary and fiscal prudence, and promoting employment friendly private investments; (ii) addressing sectoral employment concerns with appropriate investment and trade policies and promoting 'lead' sectoral and sub-sectoral activities; (iii) strengthening special and targeted employment programs for the vulnerable poor; and (iv) implementing measures for skills upgradation of the labor force on the basis of demand-oriented skills mapping. In view of the importance of congenial labor relations and an efficient and equitable regulatory framework in attracting domestic and foreign investments (sic!), the strategy would broaden the social dialogue on labor policies to include dispute settlements along with issues related to skills development, social protection, productivity, gender discrimination, and child labor" (I-PRSP Bangladesh, number 5.5, pg.28).

### 6.4.3. Step by step elimination of child labour for the realisation of educational goals

##### "Employment and Labor Market Issues

[...] The approach under the strategy will aim to eliminate child labor to ensure the access to basic education for all children. The government has succeeded in eradicating child labor from the RMG sector [RMG: Readymade Garment] and a Child Labor Policy is presently under preparation. In view of the widespread self-employment of children in the informal sector, conceiving child's work as access to employment in the formal sector alone will not be realistic in Bangladesh. Practical approaches will be considered for the children from poor households e.g. ensuring work for an adult member of the family in lieu of the child or provision of minimum income to compensate for the child's income loss. A learn-and-earn methodology (in non-hazardous occupations) will also be considered for students of appropriate ages to whom full-time education is difficult due to extreme poverty. This will include mandated reduction of daily working hour to accommodate education for the children (at the expense of the employer)" (I-PRSP Bangladesh, pg.83).

No further mention of the term child labour and no further information child labour



## 6 .5. Benin

### Combating child trafficking

"creation and strengthening of capacities of the local committees for combating trafficking in children" (PRSP Benin, pg.70).

No further references to child trafficking, no reference to child labour

## 6. 6. Bolivia

### 6. 6. 1. Enforcement of the rights of the child

"418. Programs will be created for children and adolescents to reduce high rates of mistreatment, abandonment, drug addiction, alcoholism, prostitution, job exploitation and other factors that can keep children and adolescents from fully exercising their rights, affecting their health and overall development" (PRSP Bolivia, pg.107).



Bolivia  
Photo: Christoph Engel, Kindernothilfe

### 6. 6. 2. Step by step elimination of child labour for realisation of educational objectives

"414. Priority will be given to the right to education and protection against economic exploitation and against any work characterized as dangerous. For this purpose, actions will be coordinated between [...], so that Oefforts will be combined to approve and implement the National Plan for Gradual Eradication of Child Labor" (PRSP Bolovia, pg.106).

No further relevant references

## 6. 7. Burkina Faso

### Income-generating measures in order to increase school attendance

"Burkina Faso has also made appreciable efforts to address demand-side education constraints. To this end, the proportion of schools with drinking water and sanitary facilities has reached 47 percent and 45 percent respectively. The number of literacy centers has more than doubled since 1990 and the literacy programs available to only 90 villages in 1990 today cover 4,500. To further stimulate school attendance on the part of low-income groups, the Government has set



up a system for providing sets of textbooks for use free of charge and has encouraged greater parent participation in the running of the schools. To lower the opportunity costs for poor households and promote school attendance by girls, a considerable effort has been made to build schools not far from the villages, financial and material resources have been made available to mothers' associations (*Associations des mères d'élèves*) for income-generating activities, and school lunch programs have been developed in rural areas" (PRSP Burkina Faso, pg.13).

No further relevant references

## 6. 8. Burundi

### 6. 8. 1. Street children

Repeated mention of the 20.000 street children as a target group for social projects.

### 6. 8. 2. Income-generating measures with youth associations

"271. **The question of providing training for youth relates** both to the student population and to young people who have dropped out or have never attended school. For pupils and students, school and academic programs will be enriched by components for cultivating all these positive values. Those outside the school system will be given training and integrated into the labor force.

272. These efforts will require the rehabilitation and expansion of vocational training centers, and the promotion of youth associations to pursue income-generating activities" (PRSP Burundi, pg.56).

No further relevant references

## 6. 9. Cameroon

### 6. 9. 1. Increasing number of street children

"Under the combined impact of uncontrolled urbanization and economic crises, Cameroonian cities, particularly the larger ones, are confronted by many problems including [...the] growing numbers of homeless people, street children, and the mentally ill" (PRSP Cameroon, pg. 5).

### 6. 9. 2. Street children objects for the social services

#### **"Carrying out a poverty reduction strategy in urban areas**

"56. [...]. At the same time, the government has launched priority actions to correct the most urgent problems [...], and social care services targeting street children and mental patients, as well as an awareness campaign among prostitutes about the risks associated with sexually transmitted infections (STI) and HIV/SIDA" (PRSP Cameroon, pg.XX).

### 6. 9. 3. Improved protection for street children and victims of child trafficking and exploitation

"371. The efforts of the government and donors will also be focusing on **improving conditions for the special protection of children** that are in particularly difficult situations. Specific measures to attain that objective include: (i) restoring rehabilitation institutions for minors who are social misfits; (ii) opening transit and reception centers to attend to street children and minors victimized by various forms of trafficking and exploitation" (PRSP Cameroon, pg.84).

### 6. 9. 4. Participation of young people and street children claimed

#### "2.3 PARTICIPATORY ASSESSMENT OF POVERTY IN CAMEROON

138. With a view to developing a credible poverty reduction strategy that would incorporate con-



tributions from all development stakeholders, the government adopted a participatory approach that involved representatives of [...] (iv) civil society organizations, specifically [...] youth groups, various organizations (street children, the handicapped, etc.)" (PRSP Cameroon, pg.19).

No further relevant references

## 6. 10. Cambodia

### 6. 10. 1. Street children as a vulnerable group

"**Street children** belong to one of the most vulnerable groups, who generally gather in Phnom Penh and in highly economic active towns [...]. The phenomenon of abandoned children is usually due either to the break-up of families and/or poverty. Street children are increasingly vulnerable to drugs [...etc....]" (PRSP Cambodia, pg.27).

#### "Reducing Vulnerability and Strengthening Social Inclusion

Increasing environmental sustainability and improving natural resource management is a key dimension in reducing vulnerability. Priority issues are: [...] Vulnerability of the disabled, those affected by HIV/AIDS, orphans, street and abandoned children, and the homeless" (PRSP Cambodia, pg.VI).

### 6. 10. 2. The connection between child labour, poverty and education

#### "Children of the Poor and Opportunities for Education

Child labour is very important for poor households, but is considered harmful to the future of children and a hampering factor to poverty alleviation effort. Among Southeast and East Asian countries, Cambodia has the largest proportion of children aged 10-14 years who are economically active [...]. This suggests that many children lost their schooling opportunities in order to support their families". A survey "reported that the labour force participation rate in rural areas is higher by 11 percent compared to urban sector, and concluded that higher participation in the agricultural sector and lower proportion of school attendance in rural areas could be some of the reasons for the differentials [...]. Thus, the children of the poor are completely deprived of their education. However, unless alternatives are found the situation will continue" (PRSP Cambodia, pg. 21).

At another point it says that "child labour is a cause of poverty", state measures are planned to guarantee "scholarship for poor children to attend secondary school" (PRSP Cambodia, pg.41).

### 6. 10. 3. The role of tradition in girls' labour and lack of education

"In some places, parents decide not to send their children to school, as this is a common site for drug abuse. Parents are reluctant to send their girl children far from home to attend school because of security considerations, as well as using the labour of girls for productive and domestic work [...].

Poverty cannot be reduced unless policies and programmes address the situation of Cambodian women [...].

**Tradition** plays a significant role in perpetuating gender disparity in many societies. Old traditions, customs and lifestyles have long set a pattern of discriminatory attitudes against women. However, this is not so much the case for Cambodia [...]" (PRSP Cambodia, pg.37).

"**Education** is always limited for women [...]. Girls' education opportunity is reported to be less than boys' as well. One of the factors is child labour" (PRSP Cambodia, pg.38).

### 6. 10. 4. Child trafficking and state measures

"**Trafficking and sex trade** always target vulnerable women and children. Cambodia has become a sending, receiving and transit country for trafficking of the women and children [...]. Other young girls turn to the sex industry as they have few viable alternatives. Poverty, social upheaval, underdeveloped legal infrastructure and weak law enforcement are all contributing to the rapid



growth of the sex industry and trafficking of women and children" (PRSP Cambodia, pg.39).

The PRSP states, "violence against women, trafficking in women and children" are "causes of poverty" (cf. PRSP Cambodia, pg.41).

"violence against women, trafficking in women and children" are named as causes of poverty and an alleged "judicial reform" is planned as a state measure (PRSP Cambodia, pg.41).

"Strategies to deal with trafficking need to be multifaceted, dealing with both 'push' factors and 'pull factors'. The law will be strengthened and effectively enforced. An agreement will be entered into with Vietnam [...]. Women and girls will not be doubly victimised" (PRSP Cambodia, pg.118).

### **6. 10. 5. Step by step reduction of child labour as objective**

Objective is a "reduction of the labour force participation rate of children age 10-14", whose "most recent value" was 8.3%, "target (2005)" is 5.3% (PRSP Cambodia, pg.162).

### **6. 10. 6. Youth employment**

The need to promote youth employment is mentioned (PRSP Cambodia, pg.238).

No further relevant references

## **6. 11. Cape Verde**

No relevant information

## **6. 12. Central African Republic**

### **Street children**

It is mentioned that a study on street children is planned (I-PRSP Central Africa Republic, pg.39).

No further relevant references

## **6. 13. Chad**

### **6. 13. 1. Street children, child soldiers and the worst forms of child labour**

"Children needing special protection (CNSP):

These are children who have difficulty adapting or being re-inserted into family or social life. They lack access to basic services, and physical, moral, or legal protection. UNICEF estimates that there are 10,802 'children needing special protection.' Of them, about 10 percent are under supervision. The 'CNSP' are divided into several subgroups, including: 'children of and on the street.' This is the largest group and comprises approximately 10,000 children; 'child combatants,' of which there are some 600" (PRSP Chad, pg.33).

In the subsection "Poverty Reduction Targets: Improving the Living Conditions of Vulnerable Groups: Social Protection" it says: "With respect to remedies, the aim is to: a) mitigate the pernicious effects of informal mechanisms for responding to crises by discouraging the worst forms of child labor" (PRSP Chad, pg.71).

### **6. 13. 2. Education centres for street children**

"The Government plans to increase the number of education centers for street children (2000: 7, 2006: 15)" (PRSP Chad, pg.116).

No further relevant references



## 6. 14. Congo, Democratic Republic

### 6. 14. 1. Child soldiers

The I-PRSP includes ten references to child soldiers.

### 6. 14. 2. Street children

The I-PRSP refers to a "street children training programme" (I-PRSP Congo, pg.30), a further reference to street children (I-PRSP Congo, pg.57).

No further relevant references

## 6. 15. Dominican Republic

No relevant information

## 6. 16. Djibouti

### 6. 16. 1. Street children

The only mention refers to the need to include street children in household samples.

### 6. 16. 2. Reference to the rights of the child

"areas of intervention" ("identified by the government"): "[...] Strategy for the protection and promotion of the rights of children, and to ensure the well-being and development of children by according high priority to children's rights to survival" (I-PRSP Djibouti, pg. 12).

No further relevant references

## 6.17. Ethiopia

### Unemployment and street children

#### "e) Strengthening Employment Opportunities

Owing to the economic situation and high population growth in urban areas, unemployment is increasingly growing. Therefore, to alleviate this problem, the following strategic actions will be taken: [...]

- Promote community based rehabilitation programmes for disadvantaged groups (elderly, handicapped, commercial sex workers, street children, orphans etc.), with full participation of target groups and the surrounding communities, CBOs and NGOs. [...]
- Explore and promote self-employment schemes such as self-Employment & Enterprise Development Systems (SEEDS) in cooperation with NGOs and CBOs. Also explore the possibility of transforming traditional means of support 'Zaka' of Muslim communities, alms given to poor people in churches, people giving coins in the street, expenses for remembrance of friends/relatives who have died (TESKAR) into a Fund to create employment for the very poor [sic!], street children, orphans, commercial sex workers. This requires changes in outlook, community mobilization, and religious leaders CBO and NGO participation" (PRSP Ethiopia, pg.127).

Further short references to street children



## 6.18. The Gambia

No relevant information

## 6.19. Georgia

### 6.19.1. Youth unemployment

"213) Unemployment among the youth is alarming. This leads to a decline in human capital and moral decline" (PRSP Georgia, pg.22, cf. also pg.29).

### 6.19.2. Reference to the frequency of child labour

"214) Children and adolescents deprived of parental care are in hard condition. This includes not only the homeless, but also the majority of those living in special houses. [...] Cases of child labour, violence and sexual exploitation are quite frequent" (PRSP Georgia, pg.22).

No further references to child labour



Guatemala  
Photo: Christoph Engel, Kindernothilfe

## 6.20. Ghana

### 6.20.1. Growing number of street children

"In the urban areas crime, increase of children living on the streets and commercial sex were noted" (PRSP Ghana, pg.28).

### 6.20.2. Poverty leads to child labour, child labour leads to poverty

#### "3.4 Tackling Poverty

At the individual and community level, methods for dealing with conditions of poverty varied across communities. They included seeking alternative employment [...], taking children out of school to put to work [...]" (PRSP Ghana, pg.28).

In the paragraph including "some of the reasons that might contribute to dropout rates by poverty" it says that: "[...] child labour [...]. Nearly one-third of children cited the need to work as the reason for not attending school. Another third cited cost as the reason. The two reasons are closely linked because children from poor to poorer homes are the ones most likely to be in



need of work to earn income or provide supplementary family labour. Child labour therefore is a national problem. It breeds another cycle of people who most likely will be less well off or end up in poverty later. Participatory assessments further reveal the depth of social problems, particularly, the phenomenon of street children, *kayayei* [=head porters] and harmful tradition practices as both causes and effects of school dropout rates" (PRSP Ghana, pg.23f.).

### **6. 20. 3. Domestic child labour hinders school attendance**

34 percent of children don't go to school because they "must work in home" (PRSP Ghana, pg.23).

### **6. 20. 4. Child labour as an expression of social exclusion and growing vulnerability, children as victims of child labour**

"Emerging forms of exclusion also depict worsening vulnerability. These include the phenomenon of street children, increasing child labour; the phenomenon of *Kayayei* [...]" (PRSP Ghana, pg.114).

In the paragraph "Who are the Vulnerable and Excluded" "victims of child labour, street children" were named, amongst others (PRSP Ghana, pg.114).

### **6. 20. 5. Social programmes to implement of the rights of the child**

"Special programmes for the vulnerable and excluded will establish systems and provide resources to ameliorate conditions of extreme poverty and social deprivation [...] This will involve expanding coverage of social security scheme [...], developing systems that enforce the rights of the vulnerable especially the rights of children and women [...]" (PRSP Ghana, pg.IV).

"Other programmes include the intensification [...] of awareness on the Convention on the Rights of the Child and the Children's Act, especially provisions against child labour and the enforcement of legislation on *trokosi* [...]" (PRSP Ghana, pg.118).

### **6. 20. 6. Co-operation with IPEC**

"The design and implementation of elements of International Programme on Elimination of Child labour (IPEC) in major towns will be undertaken" (PRSP Ghana, p.118).

The PRSP "states the Government's intention to work with IPEC in designing and implementing interventions to address child labour in major towns and to increase funding for the Free Compulsory Basic Education programme. Other possible sources include grant and loan funding from the international financial institutions" (ILO 2003, pg.61).

### **6. 20. 7. Alternative education**

Programmes of "alternative education for children out of school" are mentioned (PRSP, pg.99), cf. subsection 10.2.4.2 "Alternative education" (PRSP Ghana, pg.103/104).

### **6. 20. 8. Youth Employment**

"Youth Employment" is mentioned under "cross cutting issues" (PRSP Ghana, pg.194), there is also a section on the promotion of vocational training (PRSP Ghana, pg.104f).

No further relevant references

## **6. 21. Guinea (Conakry)**

### **6. 21. 1. Rights of the child**

"Promote the implementation of conventions [sic!] on the rights of children"; "priority action": "Circulate the text of laws and conventions; Teach children about laws and conventions" are named as priority objectives (PRSP Guinea, pg.156).



### 6. 21. 2. Participation of children and young people and the rights of the child

"110. Grassroots consultations were held in March 2000 to obtain a better grasp of the concept of poverty. The participants in these consultations were chosen from the poorest and most vulnerable population groups, including [...] street children [...]" (PRSP Guinea, pg.11).

In Guinea's PRSP "priority objectives" are inter alia: "Support the operations of the children's parliament of Guinea" and "Provide logistical support for structures responsible for protecting children, for appropriate follow-up of their activities"; this objective should be achieved by "priority actions" such as: "Construct and fit out the headquarters of the children's parliament; Train young volunteers on CDE and legal texts; Organize parliamentary sessions" and "Purchase two 4x4 vehicles and one bus for children's parliaments/ motorcycles for staff and social agents, offices and computer materials" (PRSP Guinea, pg.156/157).

### 6. 21. 3. Right to primary education

In the section on "priority for Guinea's education policy" it says that: "Everyone has a right to primary education" (PRSP, pg.85).

### 6. 21. 4. Informal education for girls

"supporting informal education for girls" is named as educational policy objective (PRSP Guinea, pg.86).

### 6. 21. 5. Investigations into working conditions of children and living conditions of street children planned

"Several surveys are being planned to investigate working conditions for children and the living conditions of street children [...]. The aim is to determine the social and economic circumstances and determinants of these groups. The results of these surveys will make it possible to undertake concrete action to improve the way Guinea's social services manage these issues" (PRSP Guinea, pg.93).

According to the section "Support for childhood":

"priority objective": "Better understand the situation of children"; "priority action": "Study on the typology of child labor; evaluation of working conditions for children in craft, farming and livestock activities as well as in mines and quarries"

"priority objective": "Protect children against harmful and disabling labour"; "priority action": "Advocacy and raising awareness (religious denominations, opinion leaders, authorities) on harmful child labour"

"priority objective": "Protect children against trafficking"; "priority action": "Survey on trafficking in children in at-risk-areas/Raising awareness and training of security and justice officials [...]" (PRSP Guinea, pg.155).

No further relevant references

## 6. 22. Guinea-Bissau

### Youth employment

The need to promote "youth employment" is mentioned twice (I-PRSP Guinea-Bissau, pg.16 and attachment pg.10).

No further relevant references



## 6. 23. Guyana

### 6. 23. 1. Child labour and poverty

"public consultations" stress that child labour is part of poverty's economic face (PRSP Guyana, pg.17).

### 6. 23. 2. Legal measures to combat child labour

At public consultations the need to "enforce laws dealing with child labour, child abuse and domestic violence" was stressed and how this is part of "good governance" (PRSP Guyana, pg.22).

"Further, laws will be amended and/or enforced and resources will be allocated to deal with child labour, child abuse and domestic violence" (PRSP Guyana, pg.35).

No further relevant references

## 6. 24. Honduras

### 6. 24. 1. Child labour as a consequence of (income) poverty

"A study [...] states that child labor is largely a reflection of insufficient household income, as older family members force children to work. It also indicates that there are new [sic!] forms of survival among the poor: begging, child labour, abandonment, and informal economic activity in the streets [...]. In rural areas children said to 'prefer' working to going to school are involved in various activities, mainly related to agriculture (melon and coffee farms, sugar cane plantations, etc.). In urban areas, windshield cleaning, fruit and car-part vending near traffic lights, prostitution of minors and other illegal activities are doors open to poor and indigent children" (PRSP Honduras, pg.17).

"Without a doubt, one of the greatest effects of Mitch on employment was the sharp increase in child labor in the job market" (PRSP Honduras, pg.19).

### 6. 24. 2. Working children statistically excluded from PRSP

"The definition of the EAP in Honduras, includes children between the ages of 10 and 14. Nevertheless, the present document excludes this segment, because it composes a very small proportion of the labour force who for the most part are unpaid family workers, thus distorting the overall picture of the EAP" (PRSP Honduras, pg.28).

### 6. 24. 3. Property rights as protection rights

"Grant legal security to land and housing tenure, with titling systems that especially protect women and children, for which there is a need to:

- Standardize, simplify and speed up the title-regulation system; and
- Establish legal recourse to an immediate resolution to land and housing tenure problems" (PRSP Honduras, pg.78).

### 6. 24. 4. Social security and the rights of the child

"Support programs to protect children and young adolescents specifically by:

- Strengthening the role of Honduran Institute for Children and the Family (IHNFA), especially to assist children and adolescent boys and girls at social risk, with an emphasis on street children [...].
- Implementing the National Plan for the Gradual and Progressive Eradication of Child Labor" (PRSP Honduras, pg.88).

"**Strengthening IHNFA actions in support of children.** This program seeks to improve the capacity and expand the coverage of the institution so that it can effectively and efficiently fulfil its



legal obligations, in support of children; especially those in social risk or under conditions of abuse and lack of respect to their rights. The program includes the following projects: [...] protection of street children" (PRSP Honduras, pg.89).

#### 6. 24. 5. Gradual eradication of child labour and differentiation

**"Gradual and progressive eradication of child labor.** The project seeks to address the problem of children performing certain types [sic!] of work, that under national and international norms constitutes a violation of children's rights by preventing their normal bio-psycho-social development" (PRSP Honduras, pg.89).

"Assist boys and girls working in certain types of jobs that under national and international norms violate their rights preventing their normal bio-psycho-social development" (PRSP Honduras, Annex B, pg.V).

**"Protection of working adolescents.** The objective of this program is to intervene in problem cases of adolescents involved in high-risk work, such as underwater fishing, mining and occupations exposed to toxic substances. It will also assist adolescents working in domestic service by applying existing norms to prevent their economic exploitation" (PRSP Honduras, pg.89).

#### 6. 24. 6. Vocational training

Several references to the importance of promoting vocational training.

No further relevant references

### 6. 25. Ivory Coast

#### 6. 25. 1. Street children as a cause of poverty

In the section "Causes of Poverty" according to the subsection "further reasons":

*"Mismanagement of the family environment: degradation of the way of life and disruption of order within families; the disintegration of the social and family structure; and the phenomenon of street children" (I-PRSP Ivory Coast, pg.29).*

#### 6. 25. 2. Street children, child trafficking and child enslavement as problem areas for the state

*"government will (I) continue to raise public awareness concerning the issue of street children, and will conduct a census of that segment of the population; [...] and (IV) resolutely combat child trafficking and enslavement" (I-PRSP Ivory Coast, pg.72).*

#### 6. 25. 3. Youth employment

The term "youth employment" is mentioned in paragraph 2.4.2.9 "Child welfare and youth employment policy":

**"With regard to youth employment,** the government will implement measures regarding: (i) the construction and outfitting of new socio-educational centers and the renovation of existing centers; (ii) the involvement and participation of local groups and youth in managing these centers; (iii) fostering partnerships between associations and municipal officials and between federations and the administration; (iv) the promotion of civic awareness among youth, making them responsible citizens; (v) raising the consciousness of youth concerning their responsibility with respect to development, while strengthening their spirit of creativity and initiative; (vi) establishing a framework for exchanges with youth associations, such as annual youth conferences; (vii) taking new target populations into account in the sports movement, particularly women, girls, the elderly, the disabled, dropouts, out of school youth, and sports in the workplace; and (viii) promotion of the practice of sports by building and equipping an ade-



quate number of local sports facilities, building specific types of infrastructure (gymnasiums, pools, multipurpose track facilities) and revitalizing the Center for Sports Medicine" (I-PRSP Ivory Coast, pg.72).

No further relevant references

## 6. 26. Kenya

### 6. 26. 1. Child labour and education

"The main reason for not attending school is the high cost of education. Children are also required to help at home, while for girls socio-cultural factors and early marriage are significant factors" (I-PRSP Kenya, pg.4)

"9.7 In order to provide educational opportunities for children with special needs and those who are currently out of school, increased resources targeted to AIDS orphans, child workers, nomadic groups, rural poor and slum dwellers will be provided. To supplement this, curriculum will be developed to facilitate transition from non-formal to formal programs. At the tertiary level, the focus will be to shift towards rationalized degree programs which provide skills required for a modern economy. Means testing and targeting of the higher education loans scheme will be improved and affirmative action put in place to increase the number of women receiving assistance" (I-PRSP Kenya, pg. 18).

### 6. 26. 2. Street children

One reference to **street children** (I-PRSP Kenya, pg.3).

No further relevant references

## 6. 27. Kyrgyzstan

### 6. 27. 1. Child labour hinders school attendance

"The survey review indicated that the major reasons for drop-out are: low family income that does not provide for the necessary conditions for the children to attend school and forces engagement of children in income-generating activities" (PRSP Kyrgyzstan, pg.136).

### 6. 27. 2. Participation of child organisations

"Greater involvement of disadvantaged families and children in poverty reduction activities will be implemented with the use of peer-to-peer methods, self-support groups, children's organizations, and public organizations" (PRSP Kyrgyzstan, pg.11).

### 6. 27. 3. Child labour incompatible with the rights of the child

"The 'New Generation' state program on the rights of the child was developed to address the issues of alarming 'social orphanhood', hidden dropout' rates from schools and a rising number of working children [...]" (PRSP Kyrgyzstan, pg.55), in addition two further references to the rights of the child.

### 6. 27. 4. Youth employment

The PRSP cites the need to improve youth employment (PRSP Kyrgyzstan, pg. 182).

No further relevant references



## 6. 28. Laos

### 6. 28. 1. Reduction in youth unemployment as an objective

*"From a poverty alleviation perspective, the expected output of the proposed HRD [=human resource development] sub-programme for the youth sector, in terms of institutional capacity and improved capabilities, include 2,500 youth leaders trained at all levels, more than 4,000 youth possessing skills to make a living (mushroom growing, cross fish breeding, fruit tree planting and pruning, brick making, tailoring, etc.). In the Government's poverty alleviation strategy, this will contribute to decreasing youth unemployment and creating wealth for the people" (I-PRSP Laos, pg.22).*

### 6. 28. 2. Child prostitution

The I-PRSP includes one reference to "youth prostitution" (pg.22).

No further relevant references

## 6. 29. Lesotho

No relevant references

## 6. 30. Macedonia

No relevant references

## 6. 31. Madagascar

### 6. 31. 1. Work is more frequent among children from poor families

*"Children's work is most frequent among the poor. More than 11 percent of the active population are under 15, and this proportion diminishes as living standards increase. Among the richer families it is estimated at 3 percent. The phenomenon is more marked in the provinces of Mahajanga (17 percent) and Toliara (21 percent)" (PRSP Madagascar, pg. 26).*

### 6. 31. 2. Child labour stands in the way of school attendance

*Some parents "find it more profitable to make their children work and pay for family expenses than send them to school", (I-PRSP Madagascar, pg. 12).*

*"Parents have less confidence in the effectiveness of the educational system [...] that is why they (parents) find it more advantageous to put their children to work to meet the family's expenses rather than send them to school. The fact that the media are not accessible to all the population fosters a lack of interest among parents to send their children to school" (PRSP Madagascar, pg. 37). The PRSP stresses the need to ensure basic education for all children (PRSP Madagascar, pg.108f).*

### 6. 31.3. Social responsibility of businesses

*"The social obligations of the enterprises will be clarified and updated through the adoption of a new national employment policy, the reviewing of the labour code, the improvement and extension of rural protection, and the fight against the under-age-15 child labour" (I-PRSP Madagascar, pg.29).*

No further relevant references



## 6. 32. Malawi

### Special educational programmes and vocational training for out of school youth

"4. Provide Special Education for the Out of School Youth

The objective will be achieved through the development of multi-purpose youth centres, equipped with appropriate learning materials to impart vocational and technical skills. There will also be a strengthening of out of school youth clubs, lead by trained youth patrons, where it is envisaged that youths will gather to exchange ideas" (PRSP Malawi, pg.52).

No further relevant references

## 6. 33. Mali

### 6. 33. 1. Many causes of child labour

"129. Generally, the limits of formal family and community education systems, and the lack of specific measures for children needing special protection, combined with the high incidence of poverty, have increased the vulnerability and a marginalization of children as manifested in the increase in street children, child labour, and child victims of various forms of economic and sexual exploitation. Child beggars and the increasing incidence of juvenile crime are the results of a process for which poverty provides a fertile ground" (PRSP Mali, pg.28).

### 6. 33. 2. Cultural dimensions and child trafficking

"180. As regards *Culture-religion-harmony-security*, the objectives sought include: [...] (vi) intensifying the fight against the trafficking in children [...]" (PRSP Mali, pg.37).

### 6. 33. 3. Rights of the child

The PRSP contains some references to the need to strengthen the rights of the child (pg.28, 59).

No further relevant references

## 6. 34. Mauritania

No relevant references

## 6. 35. Moldova

No relevant references

## 6. 36. Mongolia

### 6. 36. 1. Street children as a "visible" challenge

"1.70 Economic crisis, social inequality, and breaking down of values and other negative trends in the society have created another type of vulnerable: street children. Street children live in the conditions lacking basic human needs in extreme poverty and begging. This unacceptable phenomenon is in contradiction with the basic rights of children and had a negative impact for the social progress and a matter of discussion of the international community moving beyond the national borders" (PRSP Mongolia, pg. 19f.).





India  
Photo: S. Milne, Kindernothilfe

### 6. 36. 2. Elimination of child labour in cooperation ILO

The PRSP names as an objective: "Implement the second stage of the Project on elimination of child labor in cooperation with ILO" (PRSP Mongolia, pg.210) – without any further reference to child labour!

No further relevant references

## 6. 37. Mozambique

### 6. 37. 1. Child soldiers

Child soldiers are referred to once in the PRSP, and only as a side note in connection with a seminar on drugs: "Biological, psychiatric and social aspects, drug addicts, intoxication, drugs and crime. The experiences of other countries in terms of child-soldiers" (PRSP Mozambique, Annex I, pg.XVIII).

### 6. 37. 2. Participation

In the PRSP it is claimed that youth organisations were involved in its preparation (PRSP Mozambique, pg. ii and xxii).

No further relevant references

## 6. 38. Nepal

### 6. 38. 1. Influence of IPEC/ILO in the preparation of PRSPs

#### "The elimination of child labour

In line with the principles of the I-PRSP and within the comprehensive framework of His Majesty's Master Plan for the Elimination of Child Labour, ILO-IPEC/Nepal is implementing the Time-Bound Programme for the elimination of the worst forms of child labour [...].

His Majesty's Government is well-aware of the problem, and is committed to eliminating it with-



in a short time- frame, as highlighted by the international commitments made and by the recent ratification of ILO Convention No. 182 and the two recent SAARC Conventions on children and trafficking. In this light, ILO recommends that specific mention be made of the HMG/Nepal commitment and plans to progressively eliminate child labour and to eliminate the worst forms of child labour within a defined time frame in the PRSP Main Document [...]

The PRSP aim of targeting poverty alleviation programmes for the poorest of the poor and disadvantaged groups goes hand in hand with the Time-Bound Programme Approach, which aims to support some of the most vulnerable and marginalized Nepalese children and empower their families in 35 districts of Nepal" (ILO [2002]: Nepal, pg.16f.).

### **6. 38. 2. PRSP should investigate child labour and its elimination**

"At the national level, HMG/N's response to child labour has been improved over through a higher policy profile, improved legislation, and a new Master Plan for the Elimination of Child Labour. Child labour is now included in the Poverty Reduction Strategy Paper (PRSP) in the lead up to the Tenth National Development Plan, and in the current Mid-Term Expenditure Framework. The PRSP confirms that child labour as a priority, and that the Master Plan and the Time Bound Programme will be implemented. There is also recognition of the need to improve the efficiency and accessibility of the education system, particularly for girls" (Gilligan, pg.11).

In Nepal's PRSP there are however only few references to child labour.

### **6. 38. 3. Eradication of child labour as part of an economic modernisation**

**127** In order to provide employers more flexibility to adjust their labour requirements with due compensation to those affected, the Tenth Plan will take a number of measures to reform existing labour laws. The major objective outlined in the Tenth Plan for the labour sector is to ensure a congenial industrial environment by maintaining a flexible labour market while safeguarding the basic rights of workers. The major strategies adopted in the Plan to achieve this objective are: the initiation of timely reforms in labour laws to promote private investment, promotion of better industrial relations, increasing productivity and elimination of child labour. The Government will also give even greater emphasis to its present policy of encouraging foreign employment. Similarly, to make Nepal free from child labour, legal measures would be adopted along with strict monitoring; and the ongoing programs for rehabilitation of child labour would be strengthened.

**128** With the effective implementation of these policies and programs, it is hoped that both productivity and rights of labour would be enhanced and that industrial relations will improve. Existing child labour would be eliminated" (PRSP Nepal, pg. 49).

### **6. 38. 4. Poverty reduction as a contribution to the elimination of the worst forms of child labour**

The PRSP states in a tabular compilation of measures planned that:

**"Objective:** Increase employment to reduce poverty

**Outcome:** Worst form of Child labor reduced significantly" (PRSP Nepal, pg.97).

### **6. 38. 5. Elimination of child labour via legal measures and rehabilitation**

The PRSP states in a tabular compilation of measures planned that:

**"Objective:** Protect children from exploitation

**Strategies:** Eliminate child labour

**Activities:** Legal measures and strict monitoring for eliminating child labour and their rehabilitation (ongoing)

**Intermediate indicators:** Number of child labour rescued and rehabilitated" (PRSP Nepal, pg.97).

No further relevant references



## 6. 39. Nicaragua

### 6. 39. 1. Child labour a less pressing problem?

"49. **Some less pressing problems.** Nicaragua, however, has avoided some severe problems usually encountered in nations with such low per capita incomes. For example, the incidence of child labor in Nicaragua is lower (11 percent) than in most other similar nations. However, child labor is more frequent among boys than among girls and is higher in rural areas where 27 percent of boys work" (PRSP Nicaragua, pg.12).

### 6. 39. 2. On the connection between poverty, child labour and lack of education

"The poor [sic!] also know that a low educational attainment increases the probabilities of being poor, and they believe there is unequal access to education. Although they are conscious of the costs associated with sending their children to work, they do so to cover their most basic and urgent short-run needs" (PRSP Nicaragua, pg. 13).

### 6. 39. 3. Protecting working children instead of eliminating child labour?

"Matrix of policy actions: pillar 3: **Protection of vulnerable groups:** Protection of working children:

- Alternative ways of receiving educational services and on-the-job-training;
- Decrease work performed by children in Managua and other cities" (PRSP Nicaragua, pg.133).

No further relevant references

## 6. 40. Niger

no relevant references

## 6. 41. Pakistan

### 6. 41. 1. Review law against child labour

"171. **Child Labor:** *Child Labor is another issue where State intervention has become necessary in the context of the rights of the child. In this respect a review of existing legislation concerning the rights and welfare of children by the National Commission for Child Welfare and Development has been initiated. Similarly, the amended Ordinance on Juvenile Justice has also been promulgated" (I-PRSP Pakistan, pg.51).*

### 6. 41. 2. Expansion of schools and rehabilitations centres to combat child labour

"172. Ministry of Social Welfare has, through the Pakistan Bait ul Maal, established 51 Child Labor Schools where child workers are given suitable education leading to their rehabilitation. The Ministry of Women Development would encourage replication of this model and this activity is being detailed with the Ministry of Labor under the approved Reduction of Child Labor Policy" (I-PRSP Pakistan, pg.51).

### 6. 41. 3. Development programmes against child labour

"173. National Commission for Child Welfare and Development (NCCWD) is also working with respective provincial committees and NGOs for child welfare and development. It is working with Save the Children to prepare a plan of action to combat child abuse and the commercial sexual exploitation of children" (I-PRSP Pakistan, pg.51).

No further relevant references



## 6. 42. Rwanda

### 6. 42. 1. Street children

"NGOs may often work effectively in areas where the state has limited capacity, for instance in addressing the specific problems of street children" (PRSP Rwanda, pg.34).

### 6. 42. 2. Vocational training

The need to strengthen "vocational training of youth" is mentioned once (PRSP Rwanda, pg.124).

### 6. 42. 3. Rights of the child

"Promotion of the rights of the child" is assigned to "local government" (PRSP Rwanda, pg.134 and pg.146).

No further relevant references

## 6. 43. Sao Tomé and Príncipe

No relevant references

## 6. 44. Senegal

### 6. 44. 1. Child labour is damaging

According to the sub-section "Dimensions of poverty: aspects of the manifestations of poverty": "23. **Child labor as an alternative.** Child labor is defined here as the exercise of an economic activity by young people under 15 years of age. It is presumed that at that age, this category ought to be in school [...]. 12 percent of the children were doing more than 4 hours of household work, i.e. more than the permitted maximum. Under such conditions, it is reasonable to assume that the work is sufficiently demanding and tiring to disrupt a child's education, impair his or her health and normal development and, finally, to place his or her survival at risk" (PRSP Senegal, pg.14).

### 6. 44. 2. Education in fourth place

"178. Within the overall poverty reduction strategy, the perception survey (EPPS, 2001) placed the education of children in fourth place among the population's priorities, after jobs for young people, lower prices for basic necessities and access to basic health care [...]" (PRSP Senegal, pg.50).

### 6. 44. 3. Vocational training

"144. The overall strategies based on the guiding principles set forth above relate to optimal management of financial and material resources, rational utilization of teaching staff, improvement of the education programs, strengthening of the school network, development of the teaching of science and technical skills and expansion of the utilization of new technologies. The specific strategies are aimed at infants, education of girls and vocational education for young people and adolescents" (PRSP Senegal, pg.42).

### 6. 44. 4. Step by step elimination of the worst forms of child labour via social programmes

"179. In this connection, the government is currently developing and implementing a nutritional policy targeting the children of the most vulnerable households [...]. Actions initiated to develop



spaces and infrastructures conducive to children's development and to combat the worst forms of child labor will be pursued and strengthened. Current child welfare legislation will be strengthened and disseminated. Provisions will be made to: [...] (iv) design and implement training activities for young people" (PRSP Senegal, pg.50).

"Improving the living conditions of vulnerable Groups" is named as an objective in an "effort to combat, and eventually eradicate, the worst forms of child labor" (PRSP Senegal, pg.68 and pg.77).

No further relevant references

## 6. 45. Serbia and Montenegro

No relevant references

## 6. 46. Sierra Leone

### 6. 46. 1. Rights of the child

The I-PRSP refers to the UN Convention on The Rights of the Child once (I-PRSP Sierra Leone, pg.34).

### 6. 46. 2. Violation of the rights of the child as a result of the civil war

"43. Respect for children's rights is extremely limited. Children orphan-hood and child labour are very common [...]. The MICS2 [=Multi-Indicator Cluster Survey II]) revealed the participation of children aged 5-14 years in paid (2%) and unpaid work (48%). The civil war has also left behind thousands of children in extremely difficult circumstances. These include children on the streets and many unaccompanied children some of whom were conscripted to swell the ranks of the various armed factions. Many young girls and women face the hazards of sexual assaults" (I-PRSP Sierra Leone, pg.21).

There is one further reference to "child combatants" (I-PRSP Sierra Leone, pg.27).

### 6. 46. 3. Youth employment via waste disposal

"127. Government, in collaboration with the World Bank, will put in place modalities for effective waste management, to be implemented in collaboration with private contractors through a youth employment scheme. Water and sanitation facilities will also be improved to widen access to potable drinking water and increase access to safe excreta disposal" (I-PRSP Sierra Leone, pg.39).

No further relevant references

## 6 .47. Sri Lanka

### 6. 47. 1. Child labour as a consequence of poverty

#### "Poverty and Child Labor

Children are more affected by the poverty of their families than any other segment of the population. A recent study estimated that out of a total of 4,344,770 children in the age group 5-17 years, 926,037 (21 percent) are engaged in some form of economic activity. Some 52 percent of child workers are below 15 years of age. 62 percent of all child workers are male, and 95 percent are rural. Of the estimated total of 4.3 million children in the age group 5-17 years, 432,000 (6 percent) are not attending school or any other educational institutions. Nearly 20 percent of



the children not attending school have dropped out, due to poverty, in order to engage in an economic activity to boost family incomes and another 12 percent, due to financial difficulties [...]. In the North, large numbers of children have been directly involved in military conflict by virtue of having being conscripted by the LTTE at a young age" PRSP Sri Lanka, pg.119).

#### **6. 47. 2. Education reduces Child labour**

##### **"Poverty and Education**

There is clear evidence that the level of poverty declines as the level of education rises" (PRSP Sri Lanka, pg.120).

#### **6. 47. 3. Social programmes to implement the rights of the child and to combat child labour**

**"Better protect the disabled, abused, exploited and abandoned children:** by expanding both community-based treatment and institutional protection [...]. Attention will be devoted to protect and rehabilitate children involved in child labor and victims of sexual abuse. Foster parents programs, increased training of officers involved in promoting child rights and an expansion of child welfare centers will be supported" (PRSP Sri Lanka, pg.81).

#### **6. 47. 4. Legal Aid to protect children**

"Another measure that will be taken to improve access by the poor to the legal system is the provision of legal aid to low-income and vulnerable groups, together with those possibly subject to violence, such as children and women, through Legal Aid Centers and community based legal assistance groups" (PRSP Sri Lanka, pg.91).

#### **6. 47. 5. Enacting laws to implement the rights of the child**

"For children, their empowerment will be facilitated by the enactment of appropriate bills in accordance with the UN Convention on the Rights of the Child. Government has also recently approved the creation of the National Agency for War-Affected Children" (PRSP Sri Lanka, pg.34).

#### **6. 47. 6. Youth unemployment and youth employment**

**"Youth.** High rates of unemployment contribute to low incomes and poverty among the youth population. The Central Bank estimates that more than 70 percent of the unemployed are youth. The problem of youth unemployment has many causes but is intensified by the lack of an entrepreneurial culture and attitude amongst the youth. This, in turn, is related to limited economic opportunities for enterprising activities as well as the absence of entrepreneurial-related curriculum in the vocational and secondary schools. To reduce the high level of youth unemployment, the Government will launch a new National Youth Corps (NYC) to provide vocational training and career guidance to unemployed youth aged 17-22. In addition to vocational skills development, the NYC training will inculcate leadership qualities while providing personality development and career guidance to these young men and women" (PRSP Sri Lanka, pg.72)  
The PRSP refers to the "youth employment scheme" (PRSP Sri Lanka, pg.39) and to "vocational training" (PRSP Sri Lanka, pg.60).

#### **6. 47. 7. Access to land, capital and productive resources for young persons**

"Empowering women and youths to access credit and land" (PRSP Sri Lanka, pg.51) is named as one objective and: "Facilitating farming population's, especially women and youths' – access to basic productive resources (credit, land, technical advice)" (PRSP Sri Lanka, pg.58).

"102 Presently, the Ministry, through various women's NGOs, has embarked on strategic actions dealing with the poverty of women and children. The main thrust of these actions is to empower women and young persons in rural and depressed urban areas through capacity building and employment creation. Furthermore, in the case of women, Government will enhance their access to essential productive resources (including credit and appropriate skills training), as well as their participation in decision-making at national, provincial, district and local levels. Con-



straints to women's access to resources and customary laws, will also be reviewed" (PRSP Sri Lanka, pg.34).

No further relevant references

## 6. 48. Tajikistan

### Increase in the number of street children as a result of the civil war

"The problem of 'street children' escalated as a result of the **civil war**" (PRSP Tajikistan, pg.11)

No further relevant references

## 6. 49. Tanzania

### 6. 49. 1. Programme to eliminate Child labour demanded by the civil society

"44. During the review of this paper [=PRSP Tanzania], stakeholders called for supplementary programmes, to be developed jointly by the Government and international and other stakeholders, to address the urgent problems of:

- (a) rural income poverty;
- (b) unemployment among youths and women;
- (c) poor rural roads, impeding access to farms and markets; and
- (d) child labour and out-of-school children aged eleven years and above.

The government intends to develop the supplementary programme over the coming months, to respond to these pressing problems" (PRSP Tanzania Progress Report 2000/01, pg.19).

"A time-bound programme for eliminating child labour has been prepared and will be adopted soon" (PRSP Tanzania Progress Report 2000/01, pg.39).

### 6. 49. 2. Multi-dimensional programme against Child labour

#### "Addressing the problem of Child Labour

- In collaboration with stakeholders the Government has prepared a National policy to guide interventions against child labour.
- The national child labour survey has been carried out [...]. A total of 4.8 million children have been identified to be working in various economic sectors including the most hazardous types of work.
- The Government has formed the National Inter-Sectoral Coordination Committee responsible for coordination of programme interventions.
- Through the coordination by the Child Labour Unit, about 4.000 children have been withdrawn from the worst forms of labour [...]. They have now been provided with suitable alternatives including formal education and skills training.
- About 800 poor families have been supported to undertake income-generating activities [...].
- The Government is coordinating the implementation of the programme against worst forms of child labour [...].
- The Government is reviewing labour laws to ensure that children are protected against employment" (PRSP Tanzania Progress Report II, 2001/02, pg.64/65).

No further relevant references

## 6. 50. Uganda

No relevant references



## 6. 51. Vietnam

### 6. 51. 1. Child labour, child trafficking and street children

"child labor is presently a burning problem; and trafficking and violation of children and the number of street children are on a rising trend" (PRSP Vietnam, pg.16).

### 6. 51. 2. Aim only to reduce the number of working children?

In the PRSP the aim to: "Fully resolve the problem of child labor and street children. Protect them from economic exploitation and sexual abuse" is mentioned and "Monitoring indicators" are to be used: "Percent of children cared for who are in difficult situations (orphans, disabled children, street children and child laborers)" (PRSP Vietnam, pg.125).

### 6. 51. 3. Reference to the rights of the child

"2.11. *Gender equality, empowering women and ensuring children's rights*

[...] Create favorable conditions for the implementation of policies on child care and protection, enforcement of children's rights to ensure that children are able to live in a safe and healthy environment, to develop harmoniously in terms of physical strength, intellect and ethics, and that orphans and disabled children who live under difficult situation are provided with opportunities for study and entertainment" (PRSP Vietnam, pg.45).

In addition there are two references to "children right in the family and society" (PRSP Vietnam, pg.65 and pg.97).

No further relevant references

## 6. 52. Yemen

### 6. 52. 1. Child labour and Migration

"Rural-urban migration leads to increase in the burdens on women, the elderly people and children in agricultural work and the neglect of agricultural land, the destruction of the mountain farm terraces" (PRSP Yemen, pg.9).

### 6. 52. 2. Child labour – consequences of impoverishment, statistical data

#### "2.1.5. Child Labor

Child labor, within the age group from 6-14 years old, increased from 240,000 children in 1994 to 327,000 children in 1999, with a high average growth rate of 6.4%, which reflects the expansion and severity of poverty and the reliance of poor families on child labor. Female child labor constitutes 51.4% of total child labor, according to the 1999 Labor Force Survey. Although 49.5% of the child labor force has not enrolled in education, there are still 39.5%, who are enrolled while still being employed, as compared to 11%, who were previously enrolled.

Child labor is concentrated in the rural areas (95%); activities related to agriculture (92%), and general services and sales in permanent and mobile trading outlets (5%). About 91% of these children work with the family without pay, and for hours that range from 15-34 hours per week, whereas 8% of these children are self-employed or work for a cash or material wage. The causes and reasons for child labor vary from helping the family (71%), poverty of the family, unemployed parents, or a deceased family provider (15.3%), to other reasons led by the lack of enrolment in education and the lack of desire and failure to proceed with education (6.4%) and ending with the desire for self attainment (3.3%)" (PRSP Yemen, pg.11).

### 6. 52. 3. Child labour and school enrolment rates

In rural areas the school enrolment rate is lower than in urban areas, child labour being a cause (sic!), cf. PRSP Yemen, pg.16, box 4.6, pg.37 and pg.41.



#### 6. 52. 4. Vocational training

Many references to the importance of promoting vocational training.

No further relevant references

### 6. 53. Zambia

#### 6. 53. 1. Break-down of 'traditional' family security systems has an effect on street children

"[...] taking into account those affected by the collapsing 'traditional' social security system of the extended family (e.g. street children and the blind)" (PRSP Zambia, pg.15).

#### 6. 53. 2. Child labour as a result of the economic crisis

"Child labour is an offshoot of the declining economic conditions" (PRSP Zambia, pg.25).

#### 6. 53. 3. Street children and child prostitution as a result of HIV/AIDS

"The HIV pandemic has left an estimated 600,000 orphans (2000), projected to reach 974,000 in 2014, most of whom will have no hope of obtaining formal education. This, in turn, will affect the quality of the labour force. Of these orphans, six percent become street children, with less than 1 percent living in orphanages" (PRSP Zambia, pg.110).

"In some cases, a [...] widow or even children may be forced into prostitution to support the family" (PRSP Zambia, pg.109).

#### 6. 53. 4. Low school enrolment rates due to child labour

The school enrolment rate is low "because children are engaged in income-generating activities to supplement family income," (and other reasons) (PRSP Zambia, pg.77).

#### 6. 53. 5. Youth employment and child labour

TEVETA (=Technical Education, Vocational, and Entrepreneurship Authority) deals with, among other things, "the incorporation of cross-cutting-issues such as [...], poverty reduction, child labour [...]. Under the TEVET policy, apprenticeship will be re-introduced to improve the quality of crafts training. Distance vocational training will also be introduced to increase access to skills training in trades, technical, and commercial fields" (PRSP Zambia, pg.80).

There is one reference to high youth unemployment (PRSP Zambia, pg.142).

#### 6. 53. 6. Property rights and access to economic resources for young people as a pre-requisite for development

"Encourage the repeal or amendment of any statutes or regulations that hinder women and youth access to, and control of productive resources such as land, credit, trade information, and technology.

Encourage the participation of women and youth in private and public credit schemes" (PRSP Zambia, pg.65, similar pg.117)

No further relevant references





## Bibliography

*The 53 evaluated (1-)PRSPs are not included in the bibliography.*

*The way of references made in the text is given in brackets if there are several titles published by one author/editor.*

- African Forum and Network on Debt and Development (2003):** A Critical Analysis of the Poverty Reduction Strategy Papers (PRSPs) Process and Outcomes: The Case of Ghana, Harare. (AFRODAD: Ghana [2003])
- African Forum and Network on Debt and Development (2003):** A Critical Analysis of the Poverty Reduction Strategy Papers (PRSPs) Process and Outcomes: The Case of Rwanda, Harare. (AFRODAD: Rwanda [2003])
- African Forum and Network on Debt and Development (2003):** A Critical Analysis of the Poverty Reduction Strategy Papers (PRSPs) Process and Outcomes: The Case of Malawi, Harare. (AFRODAD: Malawi [2003])
- African Forum and Network on Debt and Development (2003):** A Critical Analysis of the Poverty Reduction Strategy Papers (PRSPs) Process and Outcomes: The Case of Kenya, Harare. (AFRODAD: Kenya [2003]).
- African Forum and Network on Debt and Development et al. (2003):** Perspective Papers on Poverty Reduction Strategy Papers (PRSPs) 2003, Harare. (AFRODAD et al. [2003]).
- Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (2002):** Beitrag zum PRSP/PRGF-Review von Weltbank und IWF, Bonn.
- Decker, Karola (2003):** Poverty Reduction Strategy Papers: ein taugliches Instrument der politischen Konditionalität? in: Deutsches Übersee-Institut Hamburg (Hg): Nord-Süd aktuell. Vierteljahresschrift für Nord-Süd- und Süd-Süd-Entwicklungen, 3/2003, S. 487-492.
- Eberlei, Walter (2001):** Institutionalised Participation in Processes Beyond the PRSP, Duisburg.
- Eberlei, Walter (2002):** Partizipation in der Armutsbekämpfung: Mindeststandards für Zivilgesellschaftliche Beteiligung in nationalen PRS-Prozessen, Bonn. (Deutsche Kommission Justitia et Pax).
- European Network on Debt and Development (2002):** Private Sector Development – Pro poor, or merely Poor, Service Delivery? Brussels.
- European Network on Debt and Development (2003):** Is PRFG Maximising Financial For Poverty Reduction? Brussels.
- European Network on Debt and Development (2003):** Is the IMF Pro-Poor? Brussels.
- European Network on Debt and Development (2003):** Streamling of Structural Conditionality – What has happened? Brussels.
- Gilligan, Brian (2003):** Child Labour in Nepal. Understanding and Confronting its Determinants [...]. Kathmandu.
- Gomes, Rafael and Lawson, Max (2003):** Pro-poor Macroeconomic Policies Require Poverty and Social Impact Analysis, Brussels.
- International Development Association and International Monetary Fund (2002):** Poverty Reduction Strategy Papers – Progress in Implementation, Washington.
- International Development Association and International Monetary Fund (2002):** Review of Poverty Reduction Strategy Papers (PRSP) Approach: Early Experience with Interim PRSPs and Full PRSPs, Washington.



- International Labour Organization (2002):** Decent Work for Poverty Reduction: An ILO Contribution to the PRSP in Nepal. (ILO [2002]: Nepal)
- International Labour Office (2002):** Poverty Reduction Strategy Papers (PRSPs): An assessment of the ILO's experience, Geneva. (<http://www.ilo.org/public/english/bureau/exrel/ifi.htm>)
- International Labour Office (2003):** Report of the Director General: Working out of Poverty. International Labour Conference, 91<sup>st</sup> Session 2003. Geneva.
- International Monetary Fund (2003):** Aligning the Poverty Reduction Growth Facility (PRGF) and the Poverty Reduction Strategy Paper (PRSP) Approach: Issues and Options, Washington. (<http://www.imf.org/external/np/prsp/2003/eng/042503.htm>)
- Knoke, Irene and Morazan, Pedro (2002):** PRSP: Beyond the Theory. Practical Experiences and Positions of Involved Civil Society Organisations. (Brot für die Welt)
- Meyer, Kirstin; Schmidt, Annette and Schmitt, Gerald (2001):** The Role of Participation in PRSP. The Point of View of German Technical Co-operation. [Eschborn].
- Marcus, Rachel, Wilkinson, Jon and Marshall, Jenni (2002):** Poverty Reduction Strategy Papers (PRSPs) – Fulfilling their Potential for Children in Poverty?, in: Journal of International Development 2002, 14, 1117-1128.
- Robinson, Shirley (2003):** Children First In The Poverty Battle! A Review of Poverty Reduction Strategy Papers in the Southern African Region – From A Child's Rights Perspective. [Stockholm]. (Robinson 2003a)
- Robinson, Shirley (2003):** Children First in The Poverty Battle! Appendix A. Detailed Review of Five National PRSPs in the Southern Africa Region: Malawi, Zambia, Mozambique, Botswana, Lesotho. [Stockholm]. (Robinson 2003b)
- Rodenburg, Birte (February 2003):** PRSP als Chance zur Durchsetzung von Gender-Interessen?
- Save the Children UK (2001):** Submission to the IMF/WB Review of PRSPs. ([www.worldbank.org/poverty/strategies/review/scuk1.pdf](http://www.worldbank.org/poverty/strategies/review/scuk1.pdf))
- Save the Children UK (2003):** Finding the Right Tools for the Job. Lessons Learned on the Application of ILO Convention 182 on the Worst Forms of Child Labour, o.O. [London].
- Sehring, Jennifer (2003):** Post-Washington Consensus und PRSP – Wende in der Weltbankpolitik? Mainz (Institut für Ethnologie und Afrikastudien, Arbeitspapiere Nr. 23)
- Stewart, Frances and Wong, Michael (May 2003):** Do PRSPs Empower Poor Countries and Disempower the World Bank, or is it the Other Way Round? Oxford. ([http://www2.qeh.ox.ac.uk/research/wpaction.html?jor\\_id=265](http://www2.qeh.ox.ac.uk/research/wpaction.html?jor_id=265))
- Structural Adjustment Participatory Review International Network (2002):** The Policy Roots of Economic Crisis and Poverty: A Multi-Country Participatory Assessment of Structural Adjustment.
- United Nations Children's Fund (2002):** The State of the World's Children 2003, New York.
- United Nations Conference on Trade and Development (2002):** Economic Development in Africa: From Adjustment to Poverty Reduction: What is New?, New York and Geneva.
- United Nations Development Programme (2001):** Review of the Poverty Reduction Strategy Paper (PRSP), New York. (<http://www.undp.org/poverty/publications.htm>).
- United Nations Development Programme (2003):** Evaluation of UNDP's Role in the PRSP Process, New York. (<http://www.undp.org/poverty/publications.htm>).
- Verband Entwicklungspolitik Deutscher Nichtregierungs-Organisationen (VENRO) (o.J.):** PRSP-Watch. ([www.prsp-watch.de](http://www.prsp-watch.de)).
- Walther, Miriam and Hentschel, Christine (2002):** PRSP – Neuanfang in der Strukturanpassungspolitik von IWF und Weltbank? Wirtschaftspolitik und Armutsbekämpfung in den PRSPs von Bolivien, Burkina Faso, Mauretanien, Tansania und Uganda, Berlin.
- Wilks, Alex and Lefrancois, Fabien (2002):** Blinding with Science or Encouraging Debate? How World Bank Analysis Determines PRSP Policies, London/Monrovia. (<http://www.brettonwoodsproject.org>)
- World Bank (not dated):** Poverty Reduction Strategy Sourcebook. Volume 1: Core Techniques and Cross-Cutting Issues; Volume 2: Macro and Sectoral Issues, Washington. (<http://www.worldbank.org/poverty/strategies/sourcons.htm#intro>)



