



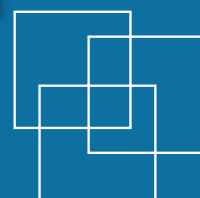
International
Labour
Organization

IMPLEMENTING THE ROADMAP FOR ACHIEVING THE ELIMINATION OF THE WORST FORMS OF CHILD LABOUR BY 2016

A Training Guide for Policy Makers



International Programme on the Elimination of Child Labour (IPEC)



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Table of contents

Abbreviations	4
Foreword	5
Chapter 1: Introduction	7
Chapter 2: What are we talking about? Understanding the worst forms of child labour	11
Exercise 1: The worst forms of child labour (WFCL) in your country	19
Exercise 2: Mapping risk, vulnerability & vulnerable groups	20
Chapter 3: Strategies for eliminating the worst forms of child labour	23
Exercise 3: Brainstorming a national strategy to eliminate the WFCL by 2016	28
Chapter 4: Taking action against the worst forms of child labour	31
Exercise 4: Gap assessment: What's missing in your legal and regulatory framework?	39
Exercise 5: Putting together a National Action Plan (NAP)	40
Exercise 6: Determining the list of hazardous child labour	41
Exercise 7: Overcoming the obstacles to universal, compulsory and free education	46
Exercise 8: Delivering social and health services to vulnerable and hard-to-reach children	52
Exercise 9: Identifying partnerships to address the WFCL in the informal economy	59
Exercise 10: Addressing the WFCL in global supply chains	60
Exercise 11: Addressing the WFCL through youth employment policy	61
Exercise 12: Other cross-cutting policies and thematic areas in the fight against the WFCL	61
Chapter 5: Promoting action and monitoring progress	63
Exercise 13: Bringing it all together	66
Exercise 14: Developing indicators to measure impact and progress	67
Exercise 15: Managing your National Action Plan (NAP) and follow-up	68
Key resources	69
Annex 1: Key considerations for developing national policies and National Action Plans (NAPs) against the worst forms of child labour	71
Annex 2: Template for a national policy and a National Action Plan (NAP) to achieve the elimination of the worst forms of child labour by 2016	75
Annex 3: Sample training agendas	77

Abbreviations

CCT – Conditional Cash Transfer

CSR – Corporate Social Responsibility

CSEC – Commercial sexual exploitation of children

CSSP – Child-sensitive Social Protection

DWCP – Decent Work Country Programme

FRPW – Fundamental Principles and Rights at Work

IABA – Integrated area-based approach

ICI – International Cocoa Initiative

ILO – International Labour Organization

IPEC – International Programme on the Elimination of Child Labour

MDG – Millennium Development Goals

NAP – National Action Plan

NGO – Non-governmental organization

PRSP – Poverty Reduction Strategy Paper

SPF – Social Protection Floor

TBP – Time-bound programme

UN – United Nations

UNDAF – United Nations Development Assistance Framework

UNGIFT – United Nations Global Initiative to Fight Human Trafficking

UNICEF – United Nations Children’s Fund

WFCL – Worst forms of child labour

In exercises and sections on priority engagement:

G – Governments

W – Workers’ organizations

E – Employers’ organizations

N – Non-governmental organizations

I – International organizations

Foreword

In 2010, a Global Child Labour Conference in The Hague (Netherlands) adopted an ambitious *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*. The Roadmap was later endorsed by the ILO's Governing Body.

Global policy makers stressed the importance of the Roadmap in a UN General Assembly Resolution on the Rights of the Child of 18 November 2010, which “noted with interest the outcome of The Hague Conference, including the Roadmap for Achieving the Elimination of the Worst of Child Labour by 2016”. The Resolution called on all States to “translate their commitment to the elimination of child labour into action and to eliminate immediately the worst forms of child labour”.

The Roadmap's preamble spells out that child labour contributes to prolonged poverty over generations and is an impediment to achieving the Millennium Development Goals - in particular those concerning poverty reduction and achieving education for all. It also spells out that action to eliminate the worst forms of child labour is most effective and sustainable when it is situated within action to eliminate all child labour, including through area- and sector-based programmes. It makes the point that governments have the prime responsibility to eliminate the worst forms of child labour, that social partners and international and non-governmental organizations have important support roles, and that collaboration is needed amongst a range of ministries and civil society. The Roadmap signals that political leadership is needed to achieve the elimination of the worst forms of child labour – including the will to commit financial and human resources. It offers a series of guiding principles and suggested policy priorities and options for a range of actors including a variety of line ministries, based on experience from countries which managed to reduce the worst forms of child labour significantly.

To ensure its follow-up, the Roadmap calls on national actors to promote and monitor the application of the Roadmap and progress in eliminating the worst forms of child labour. A number of countries have followed-up on this landmark agreement by adopting specific national Roadmaps and/or National Action Plans against the worst forms of child labour. Other countries have requested ILO's technical assistance to develop such national level follow-up. In response to these requests, ILO's International Programme on the Elimination of Child Labour (IPEC) embarked on the development of this *Training Guide* for national level follow-up to the Roadmap.

A range of ILO departments, stakeholders and IPEC colleagues contributed to various drafts of this guide, and it was field tested in three different settings in selected countries on three continents (i.e. Fiji (for Asia and the Pacific), Mexico (for the Americas), and Sierra Leone (for Africa)).

The succinct guide is aimed at national-level policy makers in governments, workers' and employers' organizations and international and non-governmental organizations, and offers a series of tools and resources to assist in developing and/or updating national responses against the worst forms of child labour.

The Guide offers a succinct text that touches upon the most important policy considerations without pretending to be exhaustive. It offers a series of exercises, illustrative text boxes, and specific advice for the various key stakeholder groups. The Training Guide comes with a Facilitator's Guide for those who will use the Guide in a training workshop setting, and the results of the various exercises together should offer the basic building blocks for a National Action Plan. As such, the Training Guide and its accompanying Facilitators' Guide complement the forthcoming IPEC publication entitled *Guide for Preparing National Child Labour Policies and Action Plans* which offers a more detailed set of considerations on national action plans, but without a training component.

In putting together this training resource we aim to make a valuable contribution to the work of governments, employers' and workers' organizations, international organizations and NGOs in ending child labour, particularly in its worst forms.



Constance Thomas
Director IPEC, ILO

1 Introduction

Introducing the Guide

This *Training Guide* on the *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016* provides the core building blocks of a comprehensive training programme that facilitates dialogue, understanding and increased capacity to end child labour, with an emphasis on its worst forms. It is designed to help national governments, the social partners and other stakeholders to work together to develop or improve their own national roadmap and adopt and sustain new and effective policy measures, as a matter of urgency.¹

The worst forms of child labour (WFCL) can and must be eliminated. However, a new momentum is urgently required. We must collectively step-up our engagement, take stock of progress so far, assess the remaining obstacles and agree to the measures necessary to accelerate success. This is both a moral necessity, and a requirement if we are to advance and sustain equitable economic, social and human development.

This Guide aims to support this urgent goal, and provides national policy makers and others with the knowledge, capacity and tools they need to tackle child labour and its worst forms head-on; it facilitates the move from policy to action, working towards the elimination of the WFCL.

What will you find in the Guide

This *Training Guide* provides background material, the latest ILO data on child labour, a review of key issues, and practical guidance on the strategies that can be used to implement *The Hague Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*. The guide uses a variety of means, including case studies and training exercises, to help you better understand the causes and characteristics of child labour and its worst forms in your country, and the proven strategies that have been used around the world to eliminate them. The guide adopts a broad, cross-sectoral approach, presenting information, strategies and examples of action from around the world that involve key actors such as governments, the social partners, civil society groups and international organizations. This approach highlights the need to address the root causes of child labour and its worst forms to stem the tide of children moving into situations of exploitation. It also focuses on the need to withdraw children that are already in child labour and provide them with direct and immediate assistance, ensuring that they do not suffer relapse and fall back into such conditions.

The aim of this Guide is to help national policy makers and practitioners and other key stakeholders to effectively address child labour, with an emphasis on its worst forms. To this end, it provides guidance and tools to help policy makers promote a broad consensus among stakeholder groups to bring them together to understand, identify and take initial steps towards agreeing a national-level Roadmap to eliminate the worst forms of child labour (WFCL) by 2016. By completing the guide and its exercises, the reader will be equipped to participate fully in the development of national policy and action planning; to this end, the Guide is both a training tool and stepping stone to action that provides the key elements necessary for a draft National Action Plan (NAP). This *Training Guide* is complemented by two IPEC background resources titled *Guide for Preparing National Child Labour Policies and Action Plans* and *Mainstreaming Child Labour Concerns into Policy Frameworks: Issues and Guidelines* which will be published soon.

¹ For the full text of the Roadmap see: www.ilo.org/ippec/Informationresources/WCMS_IPEC_PUB_13453/lang--en/index.htm.

Who should use the Guide

The Guide is designed for policy makers and practitioners who pursue the complex but attainable goal of achieving the elimination of the WFCL by 2016. It is designed for key stakeholders at national and sub-national levels who intend to develop a national action plan and those who plan to revisit an existing one, including:

- Representatives of diverse government ministries, including those with a mandate to address labour, education, social services, agriculture and others;
- Employers' organizations and representatives of business;
- Workers' organizations;
- Civil society groups, including children's rights advocates, NGOs and community-based organizations; and the
- International organizations present at country level.

The Guide helps each group better understand the WFCL and the role they can play in developing policies and strategies to combat it. It provides material that will be useful to both advanced and less advanced practitioners, with the latter finding resources that can support them in taking their initial steps and the former discovering material to help them fine-tune and improve existing strategies or address stubborn, isolated or recurring cases of child labour. The Guide will also prove useful to other organizations involved in the broader movement against child labour, who can benefit from a better understanding of the role they can play at national and sub-national levels in policy advocacy and other forms of engagement.

Structure of the Guide

The Guide is divided into four key sections. These follow the main contours of *The Hague Roadmap* and are organized as follows:

- **Chapter 2** defines the worst forms of child labour (WFCL) and provides findings of research and action by the International Labour Organization (ILO). The chapter surveys child labour in the global economy, the key economic sectors at risk, the world's most vulnerable children and the nature and geographic location of this vulnerability. Chapter 2 includes **Exercises 1 and 2**.
- **Chapter 3** presents an overview of the key strategies to eliminate the WFCL. It mirrors the guiding principles found in Part I of *The Hague Roadmap*, surveying the broad strategic and policy considerations that provide the backbone for government engagement. The chapter emphasises that governments have the primary responsibility for taking action, but that other key stakeholders also have an important role to play. Chapter 3 also includes **Exercise 3**.
- **Chapter 4** is the heart of the Guide. It considers the four key policy areas of engagement for governments, namely: national labour legislation and enforcement, education, social protection and labour market policy. The chapter sets out the actions that governments and other stakeholders can take in each of these policy areas, identifying key recommendations for priority engagement by governments, workers, employers, business, NGOs and international organizations, referred to in the guide as "**GWENI**". The chapter reflects on the indivisibility and mutually reinforcing nature of fundamental principles and rights at work (FPRW) and also provides the reader with an opportunity to consider other thematic and cross-cutting policy issues (for example, agriculture or immigration) to enhance its relevance and adaptability to country-specific circumstances. Chapter 4 includes **Exercises 4-12**.
- **Chapter 5** concludes the main section of the Guide with a consideration of how governments should promote and follow-up the national Roadmap and national policies they develop. This section corresponds to Part II of *The Hague Roadmap*, and identifies national follow-up mechanisms such as annual tripartite meetings, monitoring initiatives to assess progress and impact, and strategies to ensure sustainability. Chapter 5 provides **Exercises 13-15**.
- **Annexes**: Finally, the guide provides three key resources in its annexes: (1) Key considerations for developing national policies and National Action Plans against the WFCL; (2) A template for a national policy and action plan to achieve the elimination of the WFCL; and (3) Sample

training programmes for 3½ day and 1½ day courses based on the Guide. Together, these resources provide the reader with material to strengthen, deepen and advance their own understanding and engagement at the national level.

How to use the Guide

This guide can be used independently as a stand-alone resource, for example for personal study or reflection; or it can provide the framework for classroom-based training that brings together key stakeholders to establish the foundations of the development of a national Roadmap. In both cases, users are advised to review and complete the Guide in its entirety to get the most from what it has to offer.

A key aspect of the Guide is the exercises it provides. These are designed to advance the reader's knowledge, enable them to reflect on and engage with their own national circumstances, and give them the building blocks to develop their own national-level Roadmap. Numbering 15 in total, the exercises position the reader – whether a representative of government, social partner or another stakeholder – to engage in informed and constructive dialogue alongside other stakeholders to develop (or revise) national policies and action plans to eliminate the WFCL. Taken together, the exercises provide the core framework of a training course for national actors from a range of government ministries and other organizations.

However, the development of a national policy or action plan is a long-term, multi-stakeholder process. It must involve extensive consultation and a number of interdependent stages of preparation, analysis, drafting, resource mobilisation, dialogue and advocacy, as well as awareness-raising on child labour and its worst forms. Implementation of the training course will be a significant step in this process. Nevertheless, careful preparation will be required *before* the course, including research, a minimum level of advocacy and dialogue among key, selected stakeholders (including diverse government agencies and ministries) and careful selection of course participants.

Symbols

Reports and key resources



In-focus topics



Case studies



Priorities for stakeholder engagement



Exercises



2

What are we talking about? Understanding the worst forms of child labour

Around the world, 215 million boys and girls are engaged in child labour. One hundred and fifteen million of these children are exposed to its worst forms. Removing these children from the worst forms and offering them a future without child labour is an urgent priority.

Source: *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*

Definitions and concepts

Not all work done by children is considered child labour. Children under 18 years of age but above the minimum age for the type of work concerned may legitimately be engaged in employment, which may even be beneficial in preparing them for a productive life as adults. **Child labour** is work performed by children who are under the minimum age legally specified for such work, or work which, because of its detrimental nature or conditions, is considered a worst form of child labour and is prohibited for all children under the age of 18. Common characteristics of child labour are that it is:

- Mentally, physically, socially or morally dangerous and harmful to children;
- Interferes with their schooling and educational opportunities; or can
- Deprive children of these opportunities altogether.

In its worst forms, child labour can involve the enslavement of children, separation from their families and/or exposure to illicit activities, serious hazards or illnesses from an early age. These are collectively referred to as the worst forms of child labour (WFCL), which are the subject of this Guide and the Roadmap upon which it is based. Freedom from the WFCL is one of the eight fundamental rights at work² and is closely associated with the other fundamental rights, including freedom from child labour and forced labour, freedom to associate and bargain collectively, and the right to equal treatment and non-discrimination at work. Indeed, the ILO views these four categories of rights as mutually interdependent: their realization goes hand in hand.

² As per ILO's Declaration on Fundamental Principles and Rights at Work, 1998. See: www.ilo.org/declaration/thedeclaration/textdeclaration/lang--en/index.htm.



In-Focus

Consequences of child labour

Child labour jeopardises children's health and safety, affects their physical and psycho-social development and can involve high risks of illness and injury, even death. Children's physical development can be impaired as a result of the work they do and long working hours in poor conditions. Long-term health problems due to working as a child labourer may not develop or become disabling until the child is an adult. Permanent health problems can include: musculoskeletal disabilities due to carrying heavy loads; lung diseases from exposure to dusts; and cancers and reproductive disorders due to exposure to pesticides and industrial chemicals. The effects on health of long hours, poor sanitation, stress and other factors also need to be considered. Child labour can also impede children's access to education and/or skills training or result in a multiple burden of school and work. Even when working children attend school, they may be too tired to concentrate properly and so their educational performance and attendance suffers, and they fall behind. Child labour can thus limit children's possibilities of economic and social mobility and advancement later in life, and lead to continued poverty. Obstacles to education and skills training can further conspire to keep children as child labourers and prevent them from accessing decent work when they reach the minimum legal age for employment in their country. Child labour acts as a significant impediment to the achievement of the Millennium Development Goals (MDGs).

The **worst forms of child labour** (WFCL) are defined by ILO Convention No. 182.³ The international community, in adopting this Convention and the subsequent Roadmap, has identified the elimination of the WFCL as a matter of urgency. Convention No. 182 reflects a global consensus that immediate and effective measures are required to secure the elimination of the WFCL, while affirming the overarching goal of the abolition of *all* child labour in line with ILO Convention No. 138 on the **minimum age for admission to employment or work**.

ILO Convention No. 182 defines the WFCL as:

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

The latter category – work which harms the physical, mental or moral well-being of children – is commonly referred to as hazardous child labour.

Hazardous child labour is work that is performed by children in dangerous and unhealthy conditions that can lead to a child being killed, injured or made ill. Girls and boys in this type of employment can experience work-related ill-health, including psycho-social problems, which can result in permanent disability, impairment or illness later in life, which in turn can impede them from accessing decent work opportunities as adults. Hazardous child labour represents the largest category of children working in the WFCL, and occurs in sectors as diverse as agriculture, mining, construction, manufacturing, the service industries and domestic work.

³ For the full text of ILO Convention No. 182 see: www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:312327.

Relevant international standards



ILO Declarations

ILO Declaration on Fundamental Principles and Rights at Work, 1998.

ILO Declaration on Social Justice for a Fair Globalisation, 2008.

ILO & UN Conventions

Minimum Age Convention, 1973 (No. 138) and Recommendation (No. 146)

Worst Forms of Child Labour Convention, 1999 (No. 182) and Recommendation (No. 190)

Forced Labour Convention, 1930 (No. 29)

UN Convention on the Rights of the Child, 1989

Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, 2000

Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, 2000

UN Convention Against Transnational Organized Crime, 2000

UN Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, 2000.





In-Focus

Child trafficking, internal and cross-border migration and the WFCL

“Governments should consider ways to address the potential vulnerability of children to, in particular, the worst forms of child labour, in the context of migratory flows.”

Source: *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016, Article 5*

Globally, 1 in 8 persons is a migrant. This includes an estimated 214 million international and 740 million internal migrants, millions of whom are children under the age of 18 who migrate internally or across national borders, with or without their parents.

Migration can be a positive experience for children and can provide them with a better life, increased opportunities and an escape from immediate threats such as conflict and natural disaster. However, some child migrants can face serious challenges while migrating, particularly when they migrate without proper documentation or without their families. In these situations, child migrants are at high risk of exploitation and vulnerable to child labour, with some at risk of becoming victims of child trafficking.

Child trafficking affects children around the world. When children are trafficked, they are typically cut off from their family and community, in a region or country where they may not have legal status or speak the language. This makes them extremely vulnerable to severe physical and psychological abuse and exploitation by unscrupulous employers. When children are trafficked into any type of work, it is considered a worst form of child labour. Trafficked children are at the mercy of their employers or the people who are controlling their lives and thus risk sexual exploitation, loss of liberty, physical violence and exposure to fear, intimidation, dangerous work, long working hours and other forms of exploitation. Child trafficking is a crime under international law and a violation of children’s rights. All trafficked children must be immediately removed from this situation and given the support they need to recover and rebuild their lives in safety and security.

Human trafficking is defined in international law in the UN Convention against Transnational Organized Crime and its Supplementary Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, which is commonly referred to as the Palermo Protocol. The Palermo Protocol asserts that, for adults, human trafficking involves the recruitment, transportation and harbouring of a person by means of a threat or use of force for the purpose of exploitation. Implicit in this definition is the notion of movement, which distinguishes human trafficking from other forms of slavery or slavery-like practices such as forced or compulsory labour. With regard to children, the Protocol indicates that the use of illicit means (such as deception, violence or coercion) is considered irrelevant. It states that the “recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered ‘trafficking in persons’ even if this does not involve any of the means set forth in the definition.”



Key resource(s)

ILO, UNICEF, UNGIFT: *Training manual to fight trafficking in children for labour, sexual and other forms of exploitation*. Geneva, ILO, 2009. Available at: www.ilo.org/ipecc/areas/Traffickingofchildren/WCMS_111537/lang-en/index.htm.

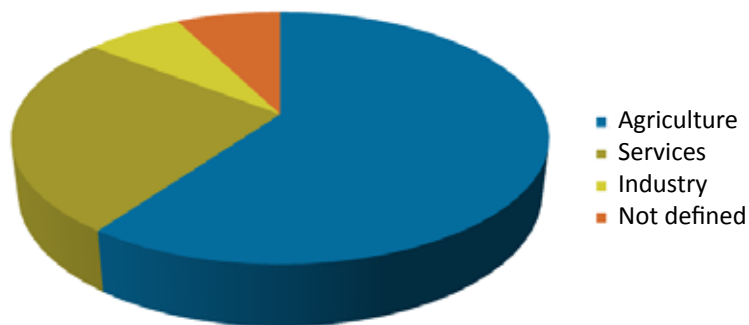
Child labour and the global economy

New global estimates of child labour produced by the ILO in 2010 reveal an intriguing and dynamic global picture: globally, there are an estimated 215 million children engaged in child labour, with 115 million of these performing hazardous work, a measurement that is often used as a proxy for determining the WFCL.⁴ Regionally, child labour is on the decline in the Asia-Pacific region and in Latin America and the Caribbean, but it is increasing in sub-Saharan Africa. When disaggregating by sex, we see that child labour among girls has decreased significantly in recent years, while among boys it is on the rise. Alarming, while child labour has declined by 10 percent among 5-14 year olds in recent years, among 15-17 year olds it has increased by 20 percent.

Economic sectors at risk

According to ILO figures, 60 percent of child labourers work in agriculture, a sector which includes hunting, forestry and fishing. Among these, only one in five is in paid employment, with the overwhelming majority working as unpaid family members. The sector with the second largest number in child labour is services. This includes the wholesale and retail trade, restaurants, hotels, child domestic work and other services, which account for almost 26 percent of child labour. Finally, 7 percent of child labourers aged 5-17 years work in industry, including manufacturing, mining and quarrying, construction and public utilities. Just over 7.5 percent of child labour cannot be categorized by economic sector. **Figure 1** shows the distribution of child labour by economic activity.

Figure 1: Child labour: Distribution by economic activity (5-17 years)



For the WFCL, reliable data on at-risk economic sectors are difficult to establish. For example, challenges remain in measuring and quantifying the number of children that are trapped in slavery or have been trafficked for labour and sexual exploitation. Nevertheless, sectors where cases of the WFCL have been identified in many countries include:

- Agriculture (including raw materials such as sugar, cotton, cocoa, tobacco, etc.);
- Construction;
- Mining and quarrying;
- Garments and textiles;
- Domestic work and other care work;
- Urban informal economy; and
- Prostitution and pornography.

Exercise 1 asks you to consider the WFCL in your own country and region. Compare your findings with the global figures presented above.

⁴ ILO: *Accelerating action against child labour: Global report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work*. Geneva, 2010. Available at: www.ilo.org/ipecc/Informationresources/WCMS_IPEC_PUB_13853/lang--en/index.htm. The term “proxy” is used in that children in hazardous work are believed to be the vast majority of children in all WFCL.



In-Focus

Worst forms of child labour in agriculture

In many countries, child labour is found primarily in the agricultural sector. Worldwide, 60 percent of all child labourers work in agriculture, including farming, livestock, fishing, aquaculture and forestry. This amounts to more than 129 million boys and girls, who are often working in hazardous conditions. Agriculture is one of the three most dangerous sectors in terms of work-related fatalities, non-fatal accidents and occupational diseases. Almost 60 percent (or 70 million) of all children in hazardous work are working in agriculture.

Child labourers in agriculture work in all types of settings, including family farms (whether small, medium or large), corporate-run farms, commercial plantations, and agro-industrial complexes. Children can be involved in household-based subsistence farming, or they may be involved in production, for national and global commercial markets, of food and drinks or the fibres and raw materials used to make other products. Sugar, tea, coffee and bananas as well as cocoa, cotton, palm oil and tobacco are among the commodities integrated into global markets that, in some parts of the world, may be produced using child labour.

The elimination of child labour in agriculture requires flexible, multi-dimensional strategies that can be adapted to these diverse circumstances and comprehensive, targeted and coordinated efforts that involve all relevant stakeholders. An international conference on child labour in agriculture held in July 2012 in Washington D.C. set out the challenge facing policy makers and practitioners. The Framework of Action resulting from this conference urges governments to strengthen their efforts to eliminate child labour by:

- Guaranteeing access to universal free quality basic public education for all children, on the basis of effective birth registration, focusing in particular on the hardest-to-reach, including the children of migrants and seasonal workers;
- Increasing efforts to overcome the gender and urban/rural gap in education;
- Fully involving trade unions, employers' organizations, and NGOs in their activities to eliminate child labour in agriculture, particular in the national hazardous work lists;
- Strengthening national legislation on child labour in agriculture as well as its application and enforcement;
- Promoting the introduction of a national Social Protection Floor, especially for rural and farmer families, as a comprehensive social policy approach promoting integrated strategies for providing access to social services and income security for all;
- Ensuring effective labour inspection in agriculture, with special focus on child labour elimination, and ratify ILO Convention No. 129;
- Providing financial assistance to combat child labour proportionate to the size and location of the problem of child labour in agriculture;
- Collaborating with the social partners and other relevant stakeholders in removing the barriers which rural women face;
- Addressing the structural causes of child labour in agriculture, by promoting sustainable agriculture and child labour sensitive agricultural and rural development policies and instruments.

Key resource(s)

IPEC: *Tackling hazardous child labour in agriculture: Guidance on policy and practice, Toolkit*. Geneva, ILO, 2006. Available at: www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_2799/lang-en/index.htm.

Global March Against Child Labour: *Framework of Action* - International Conference on Child Labour in Agriculture, 28-30 July, Washington, DC., 2012. Available at: www.globalmarch.org/events/agriconference2012/framework-of-action.



The geography of vulnerability

Child labour and its worst forms are global phenomena that affect all countries to a greater or lesser degree, whether they have industrialised, emerging or developing economies. As noted above, however, child labour does not affect each country or region equally. Regional estimates show that the largest number of child labourers – 113 million – remain in Asia despite the decline in child labour in the region in recent years. This is followed by sub-Saharan Africa, which accounts for 65.1 million child labourers, and Latin America and the Caribbean, with 14.1 million. Over 22.4 million children are in child labour in the remaining regions: North America, Europe, the Middle East, North Africa and the Gulf States.

A similar picture emerges with respect to the WFCL. Asia and the Pacific account for the largest number of children in these worst forms, with over 48 million; while sub-Saharan Africa accounts for 38 million. Latin America and the Caribbean account for just fewer than 9.5 million, while other regions together count almost 19 million children in the WFCL. **Table 1** indicates the number of child labourers in the various regions of the world.

Table 1: Regional estimates of child labour

Region	Child labourers
Asia and the Pacific	113,607,000
Latin America and the Caribbean	14,125,000
Sub-Saharan Africa	65,064,000
Other regions	22,473,000
World	215,269,000

Exercises 1 and **2** ask you to reflect on these figures, consider the WFCL in your country and prepare a map of vulnerability and risk, identifying the economic and geographic locations of child labour. In considering this “geography of vulnerability”, it is important to keep in mind key regions, states or provinces at sub-national level where pockets of child labour may occur in greater concentration. This can include areas around mines, plantations, specific urban locations or principal “sending” and “receiving” destinations involved in the trafficking of children. These considerations can have a significant impact and strengthen area-based strategies against the WFCL.

Vulnerable children

Measuring vulnerability and identifying the children that are most at risk of child labour presents significant challenges. Nevertheless, there are certain categories of children around the world that are more vulnerable than others. Some are at risk because of their ethnic background and face discrimination, while others are vulnerable because of their irregular status in a foreign country. Still others are in positions of vulnerability because they are orphans or come from families with little or no household income. Special attention should be paid to these categories of vulnerable children when developing and implementing policies and National Action Plans (NAPs):

- **Child migrants:** can face serious challenges while migrating with their families, but particularly if they do so without their families or proper documents. This is compounded when children migrate to countries where legal protections are weak or absent and where they are unable or ineligible to access basic social services, education and health care. Child migrants often experience maltreatment, including violence, isolation, and threats of denunciation to authorities, non-payment of wages and risks of bonded labour.

- **HIV-induced child labour:** In sub-Saharan Africa, the AIDS pandemic has been particularly hard on children. Millions have been orphaned and left without a legal guardian. These children often find themselves obliged to work in order to survive, while others have to give up their education to care for and support sick parents or other orphaned family members.
- **Children with disabilities and other special needs:** Children with physical disabilities and learning difficulties are often at a major disadvantage when accessing conventional education systems. In some cultures they may often be stigmatized by others who see them as different, marginalised and the least likely to go to school in many countries. Children that are excluded from education may drift into the labour market at an early age, where their lack of education can compound their vulnerability to child labour, including its worst forms.
- **Cultural practices and beliefs:** In many cultures, it has been the norm to introduce children to work as part of their socialization. However, it is important to safeguard between a small amount of age-appropriate work (defined in ILO standards as “light work”) and work that constitutes child labour. Children who work or are at greatest risk of becoming child labourers vary from culture to culture and region to region. In some parts of the world discriminatory practices, often formally or informally institutionalized, place women and girls in an inferior position and can strongly affect a child’s access to education and assistance, and facilitate a premature slide into child labour. Girls facing such entrenched gender discrimination may be particularly vulnerable to the WFCL, unable to access basic services or protect their rights. In some parts of the world, recent evidence shows that the practice of forced marriage can trigger girls’ migration, which in turn can result in child labour or, in extreme cases, conditions of sexual exploitation. In other cases, the placement of children in the care of extended family members can lead to child labour, while in some regions hazards linked to agricultural child labour are not understood and child labour is therefore not considered a problem.
- **Low household income:** Evidence points to a strong link between household poverty and child labour. Many poor families depend on the contribution that a working child makes to the household’s income, and place more importance on that than on education. Many are also unable to afford school fees or other related education costs, which leads to children entering the labour market. In the absence of adequate social protection, loss of income and resulting debt caused by the unemployment, illness or death of a principal breadwinner can also lead to child labour, and, in agriculture, poor farmers experiencing income instability between harvest periods may react by sending their child(ren) to work.
- **Difficult family situations:** can also be a factor leading children into work. These include unsupportive or unprotective families (e.g. families plagued by alcohol or drug abuse or domestic violence, perhaps including sexual abuse of children), and discriminatory gender norms, sometimes expressed in irreconcilable intergenerational conflicts. These factors, on their own or in combination with debt-related pressures or, for example, the death of or desertion by a principal care giver can act as a trigger for children to leave the home and prompt their entry into child labour. Many of these children may end up as street-dwelling children and the psychological damage such children suffer may make them especially vulnerable to abuse and to worst forms of child labour.

Exercise 2 encourages you to consider the circumstances in your own country by asking you to prepare a national map and identify the locations of vulnerability to the WFCL. Be as precise as you can in completing the exercise. The more focused you are, the better your resulting policy recommendations will be.



Key resource(s)

ILO NORMLEX database of International Labour Standards: www.ilo.org/normlex.

ILO NATLEX database of National Labour Legislation: www.ilo.org/natlex.

ILO International Programme on the Elimination of Child Labour: www.ilo.org/ipecc.

ILO: *Accelerating action against child labour: Global report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work*. Geneva, 2010. Available at: www.ilo.org/ipecc/Informationresources/WCMS_IPEC_PUB_13853/lang--en/index.htm.

Exercise 1

The worst forms of child labour in your country



Time: 30 minutes for discussion and write-up followed by the presentation of findings

Exercise: Based on the training presentation and your own knowledge discuss the WFCL in your country. Work in five small groups to complete the exercise. Each group should use one of the following assignments as its guide. When you are finished, reconvene in plenary and present your findings to the other groups. Following your group work, listen attentively to each presentation. Taken together, they will contribute to a comprehensive understanding of the issues and help you develop integrated and multi-dimensional responses to the WFCL.

Group 1: Based on your knowledge and the information available in your country, what types of work involve the most significant numbers of children? Try to be as specific as possible, and consider the four types of WFCL: slavery, including child trafficking; commercial sexual exploitation; illicit activities; and hazardous work. For example, in hazardous agriculture identify specific crops, and in the informal economy mention particular types of work. Rank these in order of largest to smallest number of children involved. If you have time, discuss where the largest concentration of these WFCL can be found in your country. Identify and draw this on a map you prepare in your group.

Group 2: In your country, what economic sectors and industries are the most vulnerable to the WFCL? Consider both the informal and formal economy, agriculture (including fishing, forestry and animal husbandry), primary industries such as mining, and all branches of manufacturing and services.

Group 3: Use a map of your country and discuss whether there are particular provinces, cities or regions where WFCL are most prevalent. If so, identify these geographical areas and the types of WFCL that are found there.

Group 4: In your country, what are the main causes of child labour and in particular its worst forms? Consider economic, social, cultural and other potential causes. Think about supply and demand issues, inequality, discrimination, ethnicity, the quality of parents' jobs, and quality and access to services. Be as specific as possible.

Note: identifying "poverty" as a cause of child labour will be considered too vague for this exercise.

Group 5: Using a map of your country (including cities, ports, national borders, etc.) discuss and indicate the main migration and trafficking movements of children from, to, through and within your country. Use arrows to identify these movements and discuss whether your country is a source, destination or transit point for trafficked children; indicate where supply and demand for trafficking are located; and whether children are moving via land, water or air transport. Most trafficking in the world is not across international borders, so keep in mind movements (e.g. from rural to urban areas) within your country, and the sectors or industries that children are migrating or trafficked into. Add any notes you think are relevant to understanding how your country is affected by child trafficking and child migration.

Note: This exercise can be conducted alone or in groups. If you are working alone, consider each assignment in turn; you will require more than the allotted 30 minutes. Keep in mind that these findings will be useful for subsequent exercises in the Guide, for example [Exercises 2](#) and [3](#).

For advanced study, select a single sector, city, region or type of WFCL that is particularly relevant to your national circumstances, for example a persistent form or sector that requires urgent attention. Examine this in detail and present in plenary.



Exercise 2

Mapping risk, vulnerability & vulnerable groups

Time: 30 minutes

Exercise: Based on the presentation and your own knowledge discuss vulnerability and the risks of WFCL in your country. Work in four groups to complete the exercise. Each group will use one of the following assignments as its guide. When you have completed the exercise, reconvene in plenary and present your findings to the group.

Group 1: Develop a profile of the children that are most vulnerable to the WFCL in your country, including but not limited to orphans, children that are not registered at birth, refugee and migrant children, and children from socially excluded minorities. Keep in mind gender, common age groups, social status, ethnic or national origin, and other factors that may be relevant to their vulnerability. Where possible indicate on a map where these specific groups of children are concentrated geographically before they move into the WFCL. Also, to the extent possible, describe at what age the various subgroups typically begin to work in WFCL.

Group 2: Draw a map of your country, indicating international and internal borders as well as key locations such as large cities. Make sure your map is large enough to accommodate notes written directly on the page. Discuss the main supply areas where children come from to work in various WFCL. Discuss and indicate what makes these children vulnerable to moving into WFCL and indicate the geographic location of that vulnerability. Discuss, for instance: youth population density, levels of development, the quality of parents' jobs, access to services and/or non-availability of opportunities.

Group 3: Draw a map of your country, indicating international and internal borders as well as key locations such as large cities. Use this map to locate the risk factors that create vulnerability for children to the WFCL both at source and destination. At source, these might include locations with high youth unemployment, significant household debt, higher than average birth rates for your country, areas far removed from services or those which experience regular natural disasters such as annual flooding or draughts. At destination, there may be particular sectors or industries where child labour monitoring systems, and in particular labour inspection, are absent, industries where trade unions are weak or absent, or places where child labour is hidden from view and public scrutiny or where majority populations pay little attention to the plight of socially-excluded minorities.

Group 4: Consider the consequences of child labour in your country. In particular, identify the health and developmental costs for the child, including both short- and long-term considerations including his/her employability when an adult, and the broader social and economic outcomes for local communities, your country and society as a whole.

For advanced study, select a key issue in each of the four topic areas that is particularly relevant to your national circumstances. Examine this in greater detail and report back in plenary. Taken together, **Exercises 1 and 2** reveal – in broad brush strokes – the nature and setting of the WFCL in your country.





Strategies for eliminating the worst forms of child labour

With the time remaining until the target date of 2016 for the elimination of the worst forms of child labour, it is imperative to substantially upscale and accelerate action.

Source: *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*

A Global Roadmap to eliminate the WFCL

On May 11, 2010, the *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016* was adopted by acclamation at the Global Child Labour Conference in The Hague, Netherlands. It followed a process of dialogue that began in 2009, led by a consultative group composed of representatives from government, employers' and workers' organizations, NGOs and international agencies.

The Hague Roadmap is a concise document that sets out the strategies and actions required to make progress against child labour and its worst forms. It articulates the urgent need to accelerate action in the aftermath of the global economic and financial crisis in order to meet the target dates for the Millennium Development Goals (MDGs) of 2015 and the elimination of the WFCL by 2016. The Roadmap broadly addresses the following:

- It articulates the need for new and urgent momentum in the fight against the WFCL;
- It sets out the key policy tools that should be used to accelerate and sustain such engagement;
- It identifies the key stakeholders that must be involved in the success of this campaign; and
- It identifies the means by which broader efforts towards the MDGs and the one-UN approach can be leveraged for the elimination of child labour.

The Roadmap sets out the context and guiding principles for action. It affirms that governments have the primary responsibility for setting out national protections for children in their country, with the other ILO constituents – employers' and workers' organizations and civil society and international stakeholders playing an essential role in promoting and supporting such action. Government responsibility should be established at the highest level and supported by adequate financial means, including financing mobilised through international cooperation. National ministries of labour should operate in a principal role with other relevant ministries, working together with stakeholders to ensure that each level of engagement is mutually reinforcing. High-level policies are essential, but no single policy will by itself lead to the elimination of the WFCL. Rather, the Roadmap articulates an integrated, multi-dimensional approach, using national law and enforcement, access to education, social protection and labour market mechanisms as the key policy tools to stem the tide of abuse. Governments are advised to assess the impact of existing policies, adopt preventive strategies that focus on root causes and support victim assistance, working in the context of

targeted, time-bound programmes (TBPs) with a view to the 2016 target (see below for more on TBPs). The key to the success of this engagement will be the following:

- Governments, working with other key stakeholders, will need to pay urgent attention to child labour in the context of migration flows, child trafficking, commercial sexual exploitation of children and the engagement of children in other illicit activities, for example the trafficking of drugs.
- Governments should also be mindful of child labour in the context of the global economy and, in particular, the WFCL in international supply chains.
- Governments, the social partners and other stakeholders should be mindful that action to eliminate WFCL is most effective when situated within action to eliminate all child labour, including through an area-based and sector-based approach.
- All stakeholders should be encouraged to strengthen the global movement against child labour by raising awareness and sensitising the public on the rights of the child, the value of education and training, and the longer term costs of child labour (including to health, future employment opportunities and intergenerational poverty), using all available means of traditional and new media.
- National policies and action plans should not be “stand-alone” documents. Rather, they should be mainstreamed and integrated into broader strategies that address poverty, social protection, youth employment, health and education: for example Poverty Reduction Strategy Papers (PRSP), national social protection policy, Decent Work Country Programmes (DCWP), and the UN Development Assistance Framework (UNDAF). In many cases, policy development and action planning should not have to start from scratch. Efforts to mainstream child labour concerns into the national agenda can be helped by existing policies, for example those supporting child welfare or poverty reduction.

Take the first steps towards brainstorming your own national strategy by completing **Exercise 3**. It asks you to consider the policy mechanisms you would use to fight the WFCL.



Key resource(s)

ILO: *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*. Geneva, ILO, 2010. Available at: www.ilo.org/ipecc/Informationresources/WCMS_IPEC_PUB_13453/lang--en/index.htm.

Matters of process: Key considerations for developing a National Roadmap or a National Action Plan

Developing a national-level Roadmap or action plan is a complex and multi-faceted process. At its heart is consultation, tripartite and tripartite-plus dialogue, stakeholder engagement and coalition-building that serves to promote national responsibility, leadership, a sense of ownership as well as resource mobilisation. It is essential that tripartite participation is cultivated and that relevant government agencies, in particular the child labour units of the Ministry of Labour, are empowered to act. These units are crucial in the planning and policy formulation as well as during implementation once the Roadmap has been adopted. Even prior to the implementation of a multi-stakeholder workshop or training course, it is essential that these agencies and other stakeholders understand and acknowledge the need for policy engagement (e.g., that it is in their own best interest – in their respective policy areas – to fight the WFCL) and accept a clear role within a broader coalition of actors.

Other key principles to keep in mind in developing a national plan include:

- Strong analysis of the local context and the involvement of key stakeholders are crucial. This is essential for both programme design and implementation.

- Clear delineation of institutional and stakeholder roles and responsibilities is essential.
- Resources need to be mobilised. Three levels are required: (1) In-country resources for policy development and implementation to be met through national budget allocations; (2) International donor sources; and (3) ILO resources for supporting national, sub-regional and regional programmes.
- Child labour policies need to be mainstreamed. It is important to consider ways to leverage existing policies and programmes to achieve child labour goals.
- Monitoring progress and performance is an essential part of this process.

The following list sets out the basic steps needed to develop a national policy or action plan. Although they are set out as a sequence, many can and should be undertaken in parallel. Moreover, some of these activities are ongoing (for example, advocacy and data collection) while others may be more time-bound.

Step 1: Consultation

Policy development is founded on consultation. This involves the lead agency engaging with the social partners and identifying other key stakeholders and establishing, if necessary, a task force or committee of experts to develop the draft policy or plan.

Step 2: Preparation of background studies

Research is an essential element of the process. Background studies on child labour, current and planned policies and programmes, legal assessments and stakeholder analysis will inform every aspect of the later phases of policy development.

Step 3: Analysing the problem

Analysing national circumstances and trends in child labour will lead to greater understanding amongst stakeholders and policy makers. This, in turn, will strengthen policy development. Background studies and an analysis of the child labour problem in your country will be key first steps to take before implementing a training course on developing a national roadmap on the WFCL.

Step 4: Drafting policy and planning documents

The process of drafting a new policy may go through several rounds of consultation. It requires: (1) Gathering inputs from key stakeholders at different stages; (2) Negotiating with other ILO constituents and stakeholders about their roles and responsibilities to ensure agreement and a sense of joint ownership of the outcome; and (3) Draft, review and update the policy as consultations progress. Once completed, the draft policy should be a negotiated document that has the support of key stakeholders. A national validation workshop should be held to review the final draft. Also essential at this time is to ensure that a monitoring and evaluation framework is integrated into the new policy to ensure reporting and lesson learning.

Step 5: Integration into broader policies and plans

The new policy should be an integral part of broader National Action Plans (NAPs) dealing with education, poverty, social protection, health, agriculture, youth employment and the Decent Work Country Programme (DWCP). It should be mainstreamed into broader policies to take advantage of synergies and improve effectiveness. This should begin during the consultation and drafting stages.

Step 6: Resource mobilisation and budgeting

This depends on the country context and national practice. Ideally it should go hand-in-hand with the development of detailed agency and/or sub-national actions as part of the mainstreaming process.

Step 7: Submission and advocacy

Once finalised, the draft is submitted for consideration by the relevant national authority, for example the Cabinet. Official adoption may require an extended period of time, during which efforts can be taken to promote buy-in and timely adoption.

Step 8: Preparation of detailed actions

This phase takes place after the official adoption of the national policy or action plan. It will follow the activities agreed in the plan itself.



In-Focus

Towards an ASEAN Sub-Regional Roadmap for the Elimination of the WFCL by 2016

In June 2010, a joint ASEAN-ILO tripartite meeting was held in Bangkok resulting in a draft *ASEAN Roadmap for the Elimination of the WFCL by 2016*. This is a pioneering initiative. The ASEAN Roadmap – taking its inspiration from its global counterpart adopted only one month earlier – affirms the regional body's commitment to achieving this target. It articulates clear guidelines for the association to provide support to its member States to encourage and supplement their national efforts to combat child labour. The Roadmap consists of three principal sections: vision, mechanisms and mobilisation; and includes a list of suggested time-bound actions to help member States monitor their own progress. Under the Roadmap, ASEAN commits to supporting its Members through technical assistance; promoting the adoption of necessary legislation, good practice in removing barriers to education and training, and effective social protection; pursuing effective partnerships; mobilising additional financing; strengthening efforts to address hazardous child labour; and encouraging the adoption of effective communication and awareness-raising plans at national and sub-national levels.



In-Focus

What is a time-bound programme?

The time-bound programme (TBP) approach is grounded in ILO Convention No. 182. It is designed to assist governments to put in place a framework for coordinating their efforts to eliminate the WFCL. TBPs are a set of integrated and coordinated policies and programmes to prevent and eliminate a country's worst forms of child labour within a defined period. They are, by definition, country-owned programmes. In these programmes, the ILO's International Programme on the Elimination of Child Labour (IPEC) and other development partners play a supporting role. TBPs emphasize the need to address the root causes of child labour. They link action against child labour to national development efforts, particularly in the areas of poverty reduction and free, compulsory and universal basic education. Time-bound programmes (TBPs) offer another mechanism for scaling-up.

In-Focus

Pioneering national policies to eliminate the WFCL in Latin America



International cooperation has been at the heart of combating the WFCL in Latin America. During the ILO's 16th American Regional Meeting, convened in Brasilia in May 2006, governments, workers' and employers' organizations committed to work together to achieve the goals set out in *Decent work in the Americas: An agenda for the Hemisphere, 2006-2015*, including the elimination of the WFCL by 2015 and the eradication of all child labour by 2020.

With the assistance of IPEC, Latin American countries have taken the lead in establishing national Roadmaps to eradicate child labour and its worst forms. Under this initiative, each country's National Committee for the Eradication of Child Labour has established an action plan that transcends commitments made by governing parties to become national-level commitments. These Roadmaps are based on clear commitments and the establishment of national policies, programmes, commissions and committees on child labour, sexual exploitation and human trafficking. The Roadmaps do not establish new interventions, but rather organize existing ones under a new strategic framework, based on the following six dimensions:

- 1) Social policies and the fight against poverty;
- 2) Health policies;
- 3) Educational policies;
- 4) Normative and institutional frameworks;
- 5) Awareness-raising and mobilization; and
- 6) Mechanisms to promote compliance with public policy.

This process is aided by the participation of numerous institutions and organizations in each of the countries involved. While each country's Ministry of Labour has generally lead the process, other key ministries have also played an important role, in particular those that are already members of National Committees for the Elimination of Child Labour. The involvement of workers' and employers' organizations has also been essential, and civil society and international organizations have also played important roles. In all countries, the process of developing national roadmaps has followed four general phases: (1) assessment and understanding of the WFCL in the national context; (2) the establishment of the Roadmap; (3) programme design; and (4) implementation, monitoring, and evaluation. Within these four phases, a number of concrete steps are taken to ensure the success of the process. Key principles and lessons learned from the experience in Latin America include:

- Ensuring that the process is feasible given the country's geopolitical situation;
- Carrying out an analysis of the child labour problem and possible solutions, including innovative and adaptable mechanisms;
- Creating spaces for consultation;
- Ensuring buy-in from government and the National Committee for the Eradication of Child Labour;
- Establishing communication strategies;
- Establishing a clear framework and key roles;
- Making commitments that are realistic and sustainable;
- Adapting flexible guidelines;
- Tying commitments to existing action plans; and
- Increasing capacity of institutions and organizations and promoting changes in their behaviour.



Exercise 3

Brainstorming a national strategy to eliminate the WFCL by 2016

Time: 30 minutes

Exercise: Based on the outcome of **Exercises 1** and **2**, consider the main contours of a national strategy to eliminate the WFCL, including child trafficking, in your country. Work in five small groups to complete the exercise, with each group using one of the following questions or comments as its guide. When you are finished, reconvene in plenary and present your findings to the other groups.

Group 1: Based on your understanding of the main forms and causes of child labour in your country, what priority policy interventions are necessary to address the WFCL? Consider the legal and regulatory environment (including gaps in law and enforcement issues); whether fundamental rights at work are universally realised; education policy – including issues of quality, access, regional distribution, retention and drop-out, etc.; social protection – including outreach to the most vulnerable and excluded; and labour market policy – including the informal and rural economies, youth employment, strengthening social dialogue and labour relations systems, and corporate social responsibility.

Group 2: Given the different WFCL in your country, the various profiles of children at risk and the geographic spread of both supply of and demand for child labour, what strategies should be considered to address the WFCL in different regions on both the supply and demand side, and in different economic sectors or types of work?

Group 3: Consider which actors are best placed to address the problems you have identified. These might include: (1) various government ministries at different levels (national, regional and municipal) and in diverse regions; (2) employers' organizations, businesses and workers' organizations in different sectors and branches (and in national policy dialogue); (3) non-governmental and international organizations; and (4) other groups including community-based organizations. What role should each group play in the strategy? Give some thought to the levels of outreach and engagement of government ministries and other stakeholders. (For example, while some stakeholders may have a presence at the local level, others' outreach may only extend to provincial or district level. What impact does this have on your strategy?)

Group 4: What existing (or planned) initiatives, policy frameworks, and institutions can be used to strengthen your approach to eliminating the WFCL? Consider initiatives in health, education, migration and social policy, etc., as well as existing commitments to frameworks such as an ILO Decent Work Country Programme (DWCP), a NAP on human trafficking, the UN Development Assistance Framework (UNDAF), Poverty Reduction Strategy Papers (PRSPs) and others. Identify how attention to the WFCL could be mainstreamed into each of these policy fields.

Group 5: Use a flip chart and divide your page into two columns. In the first column, identify which key government ministries and other organizations should be involved in fighting the WFCL. In the second column, spell out why they should be involved and why it is in their interest to fight the WFCL. While recalling that this is a human rights issue which places obligations on all actors, also outline the main arguments for each agency from their perspective. In many cases, without a sense of their own self-interest in the elimination of child labour, they will not support the National Action Plan (NAP) as they should.

Tip: Review the preamble of the global Roadmap for inspiration and reflect on the following:

- Consider how policies addressing the WFCL may be linked to other areas of policy development in your country, for example economic growth and employment, trade, export promotion, immigration, labour relations, private sector development, access to credit and banking, infrastructure development and transport, land reform, agriculture and food security, etc.
- Consider that, while this is a human rights issue, advocating for policy adjustment is likely to be more effective if it is backed by proof of economic and social gains from the elimination

of child labour or proof of the harm that child labour is inflicting on children. In some cases, efficiency-oriented arguments focused on the economic and social value of eliminating child labour, increasing productivity and development of more skilled human capital may result in better policy outcomes and subsequent action planning.

Note: This exercise is designed to get you thinking about a broad national strategy or Roadmap that responds to the situation you described in [Exercises 1](#) and [2](#). You are not expected to design a full NAP at this stage! For advanced study, select a focus area in each of the above-mentioned groups. Examine this in greater detail and report back in plenary. For example, in considering your priority policy interventions, select one (e.g. labour market policy), and identify your priorities within it. Identify your reasoning.





Taking action against the worst forms of child labour

Eradicating child labour – and providing the alternative of education and training, and decent work for adults and children of working age – contributes to households breaking out of the cycle of poverty, and helps countries advance human development.

Source: *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*

Introduction

In addition to setting out a series of guiding principles for engagement against the WFCL, the Roadmap also urges governments to prioritize four key policy areas. Each of the following is addressed in turn below:

- National legislation and enforcement;
- Education and training;
- Social protection; and
- Labour market policy.

For each topic, this manual offers a summary of guidance contained in the Roadmap, followed by a discussion of implementation strategies and challenges; case studies from around the world; a list of priority engagements for **GWENI** (**G**overnments, **W**orkers' organizations, **E**mployers' organizations, **N**on-governmental organizations, and **I**nternational organizations); and relevant exercises for the user. In addition to these four key policy areas, readers may wish to focus on cross-cutting themes or issues, for example the WFCL in agriculture or child trafficking. An opportunity to do so is provided in [Exercise 12](#).

National legislation, enforcement and social dialogue

Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016: National legislation and enforcement

Governments should be guided by the following policy priorities:

- Working towards implementation of the ILO *Declaration on the Fundamental Principles and Rights at Work* (1998) and, for States party to the ILO Conventions addressing child labour, full implementation of those Conventions; and for states that are not party to those Conventions, consideration of ratification, as well as the optional protocols to the UN Convention on the Rights of the Child;
- Adopting and enforcing national legislation against child labour and its worst forms in particular, ensuring that these rights are respected for all children without exception, and ensuring that information on relevant legislation is widely disseminated;
- Developing and implementing cross-sectoral national action plans to eliminate the worst forms of child labour as a priority, in consultation with social partners and taking into consideration the views of other parties as appropriate. Providing adequate resources to achieve the goals so established;
- Periodically reviewing and updating national lists of hazardous work prohibited for children in consultation with social partners;
- Ensuring children and their families have access to justice, including by ensuring that justice systems and processes are child-friendly;
- Enforcing appropriate sanctions against perpetrators of the worst forms of child labour, strengthening the inspection and monitoring machinery that bring these to light and documenting court cases. Particular emphasis should be given to strengthening labour inspection, including on occupational safety and health.

Effective national laws and their enforcement are cornerstones of engagement against the WFCL. Laws that are consistent with ILO Conventions and relevant UN Declarations provide the necessary framework and anchor for effective and sustained action by governments and other stakeholders.

To be effective, national governments should promote the implementation of the ILO's ***Declaration on Fundamental Principles and Rights at Work*** and ratify the two international Conventions pertaining to child labour: ILO Convention No. 138 on the minimum age for admission to employment; and ILO Convention No. 182 on the worst forms of child labour. Ratification of these Conventions sets in motion ILO supervisory machinery and technical cooperation that supports engagement by national constituents and helps put in place policy measures and institutions that are necessary for the elimination of child labour.

In June 2012, the International Labour Conference adopted a Resolution concerning the recurrent discussion on Fundamental Principles and Rights at Work (FPRW). The Resolution reaffirmed the particular significance of FPRW (freedom of association and the effective right to bargain collectively; and freedom from forced labour, child labour and discrimination in employment and occupation) both as human rights and as enabling conditions for the achievement of the other ILO strategic objectives, and for the creation of decent jobs through assuring the links between economic growth and sustainable enterprises and social progress.

The Resolution noted that freedom of association and the effective recognition of the right to collective bargaining are particularly important in this respect. They enable social partners to bargain for decent jobs and to engage in tripartite policy dialogue with governments and their exercise, not least by those working in the sectors in which child labour is prevalent, is an essential element in the struggle against it. They enable working people to combat poverty through their own actions and to press the responsible public authorities to provide the services to which they and their children are entitled; they provide an avenue for the integration of child labour concerns into the policies of social partner organizations and in

collective agreements between employers' and workers' organizations; and where workers are organized in workplaces, they provide a monitoring mechanism to combat the presence of child labour which can contribute also to wider child labour monitoring mechanisms. The "agency" and "collective voice" which employers and workers (including teachers) achieve through the exercise of freedom of association is a crucial component of the national struggle against child labour at all levels.

The Resolution stressed the inseparable, interrelated and mutually reinforcing character of each category of FPRW and the consequent need for an integrated approach to their realization. It affirmed that their full realization will be advanced by an environment of respect for human rights and democratic freedoms and by: respect for the rule of law, an independent judiciary, transparent and effective governance, functioning public institutions and an absence of corruption, universally accessible systems of social protection and quality education, and functioning and effective social dialogue. The role these rights play in supporting the formalization of the informal economy is also important: that formalization both increases the availability of decent work and provides a wider tax base from which to finance the services children need.

The Resolution called for the implementation of *The Hague Roadmap* and the ILO Global Action Plan against child labour and the development of a complementary approach between criminal justice and labour institutions, and strengthening of victim protection including through effective monitoring of the incidence of child labour and forced labour.

For States party to Conventions No. 138 and No. 182, their full implementation remains a matter of priority and responsibility for national governments. This means adopting and enforcing national laws against child labour, and ensuring that these rights are respected for all children without exception. Governments, as noted above, bear the primary responsibility for setting in motion the development, implementation or revision of national laws and establishment of the appropriate enforcement mechanisms. This includes labour and other legislation, for example pertaining to immigration, justice and criminal law and social welfare and protection, as well as related enforcement institutions such as labour inspectorates, police, immigration authorities and border control. Governments are also advised to ensure a comprehensive and coordinated response to child labour, identifying individual roles and responsibilities for relevant agencies and institutions. As noted in the global Roadmap itself, no single policy on its own will end the WFCL; instead, a targeted, multi-faceted approach based on strong policy coordination will be required. Complete [Exercise 4](#) to consider what is missing in your country's legal and regulatory framework and what is required to strengthen it against the WFCL you identified in [Exercises 1](#) and [2](#).

Defining a National Action Plan (NAP)

Governments should also develop cross-sectoral National Action Plans (NAPs) in consultation with the social partners and, as appropriate, taking into consideration the views of others. NAPs are effective tools in the fight against child labour, not least as mechanisms to ensure greater policy coherence among different government ministries. Such plans act as catalysts to identify priority areas of engagement, set targets and timelines, mobilize the necessary financial and human resources, and secure the commitments of a broad multi-stakeholder alliance to set out national and sub-national actions to protect children.

The case studies on Sri Lanka and Colombia and the key resources provided below give you more information on NAPs. Once you review them, complete [Exercise 3](#), which gives you the opportunity to brainstorm your own national strategy. See the tools provided in [Annexes 1](#) and [2](#) to support your work.



Case study

Defining a National Action Plan (NAP) in Sri Lanka

In June 2010, during a conference on the WFCL held in Colombo, the Government of Sri Lanka formally launched and endorsed a National Action Plan (NAP) against child labour, entitled *Sri Lanka's Roadmap 2016 on the Worst Forms of Child Labour: From Commitment to Action*. This national-level Roadmap followed a brief but intense period of multi-stakeholder consultation and dialogue, and features key strategies to mainstream engagement in sectors such as fisheries and tourism. It outlines actions that need to be taken at national, provincial and district levels, and sets out the institutional framework of engagement, a timeline for action, corresponding benchmarks and activities, and key actors, roles, responsibilities and resource needs. The NAP is defined by three broad phases – (1) start-up; (2) implementation; and (3) the maintenance of outcomes – with a plan to sustain national efforts once the NAP comes to an end. Implementation of this Plan is currently underway, with action focused on the following:

- Orientation for the social partners and stakeholders in key districts, and training of trainers convened on hazardous child labour;
- Initiation of mainstreaming activities for district level plans, and engagement of sectoral ministries and other key partners to integrate the Roadmap at district level;
- Training about hazardous child labour for representatives of national and local media, and campaigning to increase newspaper and television coverage of the issue;
- Implementation of child labour surveys to generate essential district-level data for planning purposes; and
- Ongoing external resource mobilisation to support future engagement.

Integral to the success of the NAP so far have been the core government commitment and political will, support from the social partners and close partnership and collaboration among government agencies, workers' and employers' organizations, and non-governmental organizations.



Case study

Decentralizing engagement: A strategy to prevent and eradicate WFCL in Colombia

Since 1995, Colombia has advanced the development of a national policy to prevent and eradicate child labour. During this time, three progressive NAPs between 1995 and 2007 shaped the implementation of this policy. At the end of this period, the Government of Colombia carried out a policy assessment to identify achievements, acknowledge challenges and design a new NAP to concentrate resources in a clear and effective manner. This resulted in the adoption of the 2008-2015 National Strategy to Prevent and Eradicate the Worst Forms of Child Labour. This strategy prioritises access to education and services for children and adherence to fundamental human rights. It focuses public and private sector engagement in the following manner:

Step 1: Identification of children and adolescents involved in or at risk of the WFCL, and the associated development of a baseline study.

Step 2: Management of urgent measures to restore their rights.

Step 3: Establishment of a Coordination Agency for access to education, creative use of leisure time, health and families, income generation programmes, and strengthening of protective parenting patterns.

Step 4: Strengthening the quality of education services, health and safety, and offering new methodologies.

Step 5: Establishment of a range of time-bound and permanent services for identified children and adolescents.

Step 6: Follow-up on the elimination of child labour with municipal and state-level authorities, city mayors and governors by the Attorney General's Office.

A key element of this strategy is the decentralization of action to specific regions, areas and cities. Currently, 59 percent of departments and state-level capital cities have identified children in hazardous work and 56 percent of them have given access to services as a result of the implementation of the national strategy.

Key resource(s)

Annex 1: Key considerations for developing national policies and National Action Plans against the worst forms of child labour.



Defining hazardous child labour

States party to Convention No. 182 are also obliged to set out, by national law or regulation, a list of work considered hazardous for children. This is a key element of developing robust national legislation against the WFCL. Under this obligation, governments are encouraged, after consultation with employers' and workers' organizations, to consider:

- Work that exposes children to physical, psychological or sexual abuse;
- Work underground, under water, at dangerous heights or in confined spaces;
- Work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads;
- Work in an unhealthy environment, which may expose children to hazardous substances or temperatures, noise levels or vibrations damaging to their health; and
- Work under particularly difficult conditions such as long hours, during the night or work where the child is unreasonably confined to the premises of the employer.

Hazardous work cannot be acceptable for children because of basic physiology. Children are not simply smaller adults; they are physically and mentally different, and the transition to biological adulthood extends past puberty into the late teen years. In the face of hazardous work, children are at significant risk as the following points make clear. Compared with adults:

- Children have thinner skin, so toxins are more easily absorbed;
- Children breathe faster and more deeply, so they can inhale more airborne pathogens and dusts;
- Children dehydrate more easily due to their proportionately larger skin surface and faster breathing;
- Children absorb and retain heavy metals (lead, mercury) in the brain more easily;
- Children use more energy when growing and so are at higher risk from metabolized toxins;
- Children require more sleep for proper development;
- Children's endocrine system (which plays a key role in growth and development) can be disrupted by chemicals;
- Children's enzyme systems are still developing so are less able to detoxify hazardous substances;
- Children's less-developed thermoregulatory systems make them more sensitive to heat and cold.⁵

National lists of hazardous work should be periodically reviewed and revised as necessary, in consultation with the organizations of employers and workers concerned. Consider this issue further by completing **Exercise 6**, which asks you to identify hazardous child labour in your own country and the strategies needed to develop a national list of hazardous work.⁶

⁵ IPEC: *Children in hazardous work: What we know, what we need to do*. Geneva, ILO, 2011. Available at: www.ilo.org/ipec/Informationresources/WCMS_156475/lang--en/index.htm.

⁶ See also: IPEC: *The Tripartite Process of Determining Hazardous Child Labour*. Geneva, ILO, 2012. Available at: www.ilo.org/ipec/Informationresources/WCMS_195334/lang--en/index.htm.

In-Focus

Strengthening the role of labour inspection in the fight against the WFCL

Labour inspectors play an essential role in the protection of the health, safety and welfare of children. Convention No. 182 requires member States to:

- Determine conditions, activities and workplaces that are hazardous for children;
- Identify the workplaces where these hazardous activities occur; and
- Prohibit the employment of children under such conditions and in such activities and workplaces.

Labour inspectors play a critical role in giving effect to these measures, not least in light of their right of entry and enforcement mandate.

Given this, IPEC's efforts have centred on improving labour inspectorates' capacity to identify underage workers and the hazards which put them at special risk, and coordinate with other parties to ensure that child workers, when found, are referred to schools or appropriate social and health services. However, the limited number of labour inspectors in most countries has often made it difficult for them to cover the informal economy and agriculture, where most child labour and its worst forms are found. To address this, IPEC has developed the concept of child labour monitoring (CLM), which features labour inspectorates as key partners.

Community-based child labour monitoring complements and extends the eyes and ears of the inspectorate through use of trained teams of local monitors who systematically observe places where children are likely to be found working.

CLM consists of three main actions:

- a) direct observation of work places for underage workers and, in the case of children of legal working age, assessment of the conditions under which they are working;
- b) referral of cases of child labour to an interagency committee composed of representatives of the labour inspectorate, the school system, and the social welfare system which will decide on the best action to take in light of the age and needs of the child;
- c) documentation of the action taken. CLM is designed to support the labour inspectorate and other relevant public authorities in reaching the workplaces in the informal economy. It is not a private, parallel or stand-alone operation. To ensure this, the CLM system of reporting and referral is planned and authorized at national (or state) level by the labour ministry or an inter-ministerial body.



Key resource(s)

IPEC: *Child Labour Monitoring Resource Kit*. Geneva, ILO, 2005. Available at: www.ilo.org/ippec/Informationresources/WCMS_211859/lang--en/index.htm.



Before completing the exercises in this section, review the following table. It identifies priority engagement on national legislation and enforcement, offering a series of recommended actions for **GWENI** (Governments, Workers' organizations, Employers' organizations, Non-governmental organizations, and International organizations).



Suggested priority action(s) by GWENI

Priority engagement in national legislation and enforcement

G

- For States that have not already done so, ratify ILO Convention No. 138 on the minimum age for admission to employment and Convention No. 182 on the worst forms of child labour. Implement both Conventions fully.
- Adopt and enforce national legislation against child labour and its worst forms.
- Develop or periodically review and update a list of hazardous work that is prohibited to anyone under age 18.
- In consultation with the social partners and other relevant stakeholders, develop and implement a cross-sectoral NAP to eliminate WFCL.
- Strengthen labour inspection, including on occupational safety and health.
- Mainstream WFCL issues in relevant sectors such as agriculture and fisheries, mining, domestic child labour, education, tourism and others.

W

- Support national policy efforts to ratify ILO Convention No. 138 on the minimum age for admission to employment and Convention No. 182 on the worst forms of child labour. Advocate for strong national laws and regulations.
- Participate actively in the design and implementation of NAPs, and encourage other workers' organizations to do the same.
- Advocate for robust regulations on hazardous child labour, and participate actively with government in the development or revision of a national list of hazardous work. Report to authorities any identified cases of WFCL.
- Develop and implement a programme to increase the awareness of union members about the harmful effects of child labour on early childhood development and on the promotion of decent work for adults.
- Increase the presence of workers' organizations, especially in sectors where child labour is most prevalent. Integrate child labour concerns into organizing and bargaining strategies. A unionised workplace is likely to be a child-labour free workplace.

E

- Support policy efforts to ratify ILO Convention No. 138 on the minimum age for admission to employment and Convention No. 182 on the worst forms of child labour.
- Further support efforts to adopt strong national legislation and comply with laws that prohibit the employment of children in the WFCL.
- Take an active role in the design and implementation of NAPs to eliminate WFCL.
- Adopt a clear policy committing member enterprises to the elimination of the WFCL and of the hazardous child labour list.

N

- Lead advocacy efforts among civil society groups for strong laws and regulations against the WFCL.
- Raise public awareness about child labour and generate support across the general public for its abolition, creating a public interest environment to apply pressure on policy makers.
- Support public education in educating children at risk of the WFCL and their parents with regard to the hazards of working at an early age.

I

- Provide technical and financial assistance to governments' efforts to develop strong legal and regulatory frameworks that address the WFCL.
- Promote efforts at the national level to mainstream policies against the WFCL in development strategies, particularly those addressing poverty reduction, labour rights, health and education, child and social protection, gender equality and human development.
- Support efforts to strengthen the enforcement capacity of the government and the capacity of the social partners to play an active role in fight against WFCL.

Exercise 4

Gap assessment: What's missing in your legal and regulatory framework?



Exercise: Divide into three groups. Each group will consider one of the following questions.

Group 1. Identify the key differences between relevant legislation and policy in your country and the international standards discussed above, for example:

- a) ILO Convention No. 182;
- b) UN Convention on the Rights of the Child; and the
- c) UN Palermo Protocol on Trafficking in Persons.

In doing so, consider key aspects of children's rights in your country relating to the minimum working age, hazardous work, child trafficking, and laws relating to the sexual abuse or exploitation of children. It is not necessary to know the full details of these laws; instead, try to provide an overview of the legal protection framework for children in your country. Comment on any elements that are interesting or important, and any area(s) that you feel should be strengthened. Be sure to identify any discrepancies in the protection offered to girls and boys.

Group 2: Identify shortcomings in implementation or enforcement of relevant legislation and policy. In doing so, consider the principal arms of government in your country with responsibility for protecting the rights of children and enforcing the law. In each case, prepare two or three bullet points indicating: (a) what this responsibility is; and (b) whether and how current law enforcement may be insufficient in providing protection to children at risk of the WFCL including child trafficking. A key question to consider is whether or not *all* children in your country are treated equally and have access to equal opportunities.

Group 3: Consider the roles and responsibilities of different government ministries and agencies that are responsible for protecting children and enforcing the law. Identify any lack of clarity that may exist in these different roles and responsibilities that may lead to inaction or gaps in protection for children. Consider any agreements or Memorandum of Understanding (or lack thereof) between these ministries.

Note: For advanced study, consider a specific topic under each of the issue areas identified above. For example, examine one aspect of your existing legal and policy framework that requires strengthening; one area of particular weakness in law enforcement; and one set of ambiguities existing between key agencies or stakeholders that need to be better defined. Use your time to discuss these in greater detail.



Exercise 5

Putting together a National Action Plan (NAP)

Time: 30 minutes

Exercise: This exercise can be informed by the answers you prepared for **Exercises 3** and **4**.

Divide into five groups. Each group will take one policy area in the table below (e.g. education, social protection, etc.) and complete the row by identifying the core elements of a national strategy to address the WFCL. Consider the profile of children in the WFCL, risk and vulnerability factors, supply and demand, regional variation, and variation amongst industries.

In the first column, be as specific as possible in identifying the target group (e.g. girls, boys or both; their age group; and other defining characteristics such as the social status of their community, children with special educational needs etc). In the second column, be as specific as possible with regard to priority actions. In subsequent columns, spell out the one overarching outcome you wish to see achieved in the specific policy area through your identified actions (related, of course, to reducing the WFCL, including child trafficking); and indicate the key implementing agency as well as stakeholder partners (and/or collaborating agencies).

Core element of national strategy	Target group	Priority action	Overall outcome	Implementing agency	Stakeholder partner
National law, regulation & enforcement					
Education					
Social protection					
Labour market policy					
Other policy area					

Note: Once complete, this table offers a rough sketch of a NAP against the WFCL.

Exercise 6

Determining the list of hazardous child labour



Time: 30 minutes

Format: Short answer list

Exercise: This exercise can be informed by the work you did to complete **Exercises 1** and **2**. It has two steps.

- 1) Consider Articles 3 (d) and 4 of ILO Convention No. 182 on the worst forms of child labour, which defines hazardous child labour as “work which, by its nature or the circumstance in which it is carried out, is likely to harm the health, safety or morals of children” and which calls for the determination of a national list of such work following tripartite consultation. Using the guidance provided on p. 37, create a list of the work undertaken in your country that should be considered hazardous for children. Keep in mind economic activity in both the formal and informal economies and across sectors and industries. If your national laws already have such a list, consider the types of work that are on it and comment on what might be strengthened or improved. You may find it useful to organize your response according to the sector or industry where child labour occurs. If time permits you can also list safety and protection measures that can be taken to eliminate certain work related risks.
- 2) Once you have considered the content of this list, give some thought to the process that would be needed to develop (or revise) it. Brainstorm a step-by-step action plan to advocate for the creation of this regulation. Consider the stakeholders that would need to be involved; the timeframe from consultation to adoption; potential obstacles you might encounter and how to overcome them; your allies in this engagement and who might object to it; and how you might foster a broader public interest environment to support such work.

Note: If you conduct this exercise in a group setting, you may need more than the allotted 30 minutes. For advanced study, reflect on next steps following the adoption of a new (or revised) national list. For example, consider dissemination, advocacy, promotion and mainstreaming as well as effective enforcement of the list.

Key resource(s)

IPEC: *Steps toward determining hazardous child labour*, Toolkit, CD-Rom. Geneva, ILO, 2006. Available at: www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_5544/lang--en/index.htm.



Child labour is a significant impediment to the realization of children's rights, national development and the attainment of the Millennium Development Goals, particularly those related to poverty alleviation, education, gender equality and HIV/AIDS.

Source: *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*

Education and training

Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016: Education and training

Governments should be guided by the following policy priorities:

- Extending and improving access to free, compulsory, quality education for all children, with a particular focus on girls, and ensuring that all children under the minimum age for employment are in full-time education, and including where appropriate and consistent with relevant international labour standards, in vocational or technical education;
- Adopting strategies to remove costs that represent a barrier to education, in particular fees and school supplies;
- Adopting strategies to (i) encourage and monitor school enrolment, attendance, retention and reintegration, through, for instance, scholarship and school meal programmes to help poor families reduce the costs of education, and (ii) create a child-friendly learning environment in which children are protected from abuse, violence;
- Developing concrete plans and mechanisms to meet the needs of children engaged in the worst forms of child labour as per ILO Convention No. 182 and support their transition into appropriate education or vocational training.

Alongside national legislation and its enforcement, at the heart of preventive action against the WFCL lies effective policy engagement on education and training. Extending and improving access to free, compulsory and quality educational opportunities for all children is one of the most effective steps governments, with the support of other stakeholders, can take to eliminate child labour.

Central to this is action to remove the costs or fees associated with education that may present a barrier for many children, particularly those from poor households. These include school fees and costs for uniforms or supplies, and any other costs that may limit universal and equal access across the country. With barriers like these in place, and restricted access to education, children can be highly vulnerable to entering the labour market at a very early age.

There are also other barriers that children face in accessing free, quality education. These are set out below according to the categories of accessibility, affordability, quality and relevance:

Accessibility

- Physical remoteness, i.e. the distance to school;
- Social barriers (e.g. girls' restricted freedom of movement or prioritizing education for boys over girls);
- Discrimination (e.g. based on gender, race, ethnicity, disability, sexual orientation and identity, religion, caste, class, or HIV status);
- Early marriage causing children – particularly girls – to drop out;
- Lack of birth registration, which may prevent children from enrolling;
- Inflexible scheduling;
- Fear of violence at, or on the way to, school; and
- Safety and security at schools.

Affordability

- Direct costs (e.g. school fees, other compulsory fees);
- Indirect costs (e.g. uniforms, textbooks, transportation, meals);
- Opportunity cost (i.e. income/wage lost to family from child being in school rather than work).

Quality

- Inadequate physical infrastructure or facilities (such as separate water and sanitation facilities for girls and boys);
- Lack of teachers;
- Lack of materials and support systems for children;
- Lack of adequate training, aids and materials for teachers, including for children with special educational needs;
- Inadequate conditions of work for teachers (short-term contracts, heavy workloads, low pay, etc.);
- Lack of female teachers, especially at secondary level and in remote areas.

Relevance

- Curriculum detached from local language, experience, needs, values and aspirations of children and their communities;
- Curriculum inadequate to prepare older children for the world of work or further study.

Removing the barriers to education

Eliminating the fees and costs associated with education is one way of ensuring greater access; other measures can also be used. These include:

- Public investment to increase the number of teachers and schools in the country or in targeted, strategic locations;
- Improved teacher training, curriculum development and provision of services;
- Removal of physical barriers to schooling, for example for children with physical disabilities or those with limited access in remote communities;

- Integration of locally-relevant skills into the school curriculum, including career counselling and other information;
- Provision of school meals; and
- Provision of counselling and other support services, including after-school programmes.

The case study below presents one example of innovative policies adopted in Brazil using education as a key means to prevent boys and girls from falling into child labour and its worst forms.



Case study

Innovations in education policy in Brazil

National efforts to eliminate child labour in Brazil have been multi-faceted, but a key element to these campaigns has been the elaboration and implementation of a new education policy.

Child labour remained an important feature of the labour market in the country throughout the 1980s and appeared to be growing. This was in part due to the high rate of population growth at the time, with children aged 5-17 comprising 29 percent of the population by 1992. However, a strong contributing factor to this situation was also Brazil's existing education system, which was ineffective in keeping children at school. In response, and following the restoration of democracy to the country, a new Constitution was adopted in 1988 and specific legislation was developed in 1990 to protect children and youth. At the heart of this new legislation were ten sections that addressed child labour, and made it plain that this offence and the right to education were incompatible. The Constitution made 8 years of education compulsory, and this was extended to 9 years in 2006. In the period between 1992 and 2009, economic activity among 7-15 year olds fell by over half, from 18 percent to less than 7 percent, while school attendance (of the age cohort) during this period rose from 85 percent to 97 percent.

A key feature of Brazil's programme for the elimination of child labour "PETI" is also its after-school initiative. This targets children in the worst forms of child labour and households with a per capita income lower than half the minimum wage. It provides cash transfers to poor households conditional on children stopping work, having at least an 85 percent school attendance record and participating in a range of after-school activities. The purpose of after-school activities is to increase the time children and adolescents spend at school, promoting a second "shift" that focuses on culture, play, art and sports that complements regular education. Activities are carried out in municipal school buildings or other appropriate locations and also provide remedial education and training for future work. During this time, parent-recipients of the conditional cash transfers are encouraged to participate in complementary programmes that aim to improve household income and reduce the long-term household dependence on income from child labour.



Key resource(s)

UCW: *Understanding the Brazilian success in reducing child labour: Empirical evidence and policy lessons*. Rome, 2011. Available at: www.ucw-project.org/attachment/Brazil_20june1120110622_103357.pdf.

IPEC: *Mainstreaming child labour concerns in education sector plans and programmes*. Geneva, ILO, 2011. Available at: www.ilo.org/ippec/Informationresources/WCMS_171033/lang--en/index.htm.



Suggested priority action(s) by GWENI

Priority engagement on education and training

G

- Adopt policies to extend and improve access to free, compulsory, quality, basic education for all children, at least up to the minimum age for entry into employment, with a particular focus on girls.
- Consider increasing the number of schools and teachers, particularly women teachers, in particular parts of the country, improving teacher training, and increasing access for children of ethnic minority or migrant families and communities.
- Develop and implement strategies to remove costs that represent a barrier to education, for example school fees and supplies.
- Ensure second chance educational opportunities for children that have been engaged in the WFCL and access to relevant and high quality skills training for youth of working age.

W

- Advocate at national, regional and local levels for effective education and training policies that extend free, compulsory, quality education up to the minimum age for employment. (The ILO Bureau for Workers' Activities (ACTRAV) and Education International (EI) have developed a useful resource on this issue which may assist).
- Raise public, community and stakeholder awareness about the benefits of extending free, compulsory, quality education as a strategy to combat WFCL.

E

- Advocate for education and training policies that extend access to free, compulsory, quality education up to the minimum age for employment.
- Cooperate with other stakeholders, in particular with governments, to support the development of policies, plans and mechanisms to meet the needs of children engaged in the WFCL and facilitate their transition into appropriate education, vocational training or apprenticeship programmes.

N

- Raise awareness, generate public support and advocate for effective national policies that extend access to education and training.
- Support programmes that meet the needs of children engaged in the WFCL and assist their transition into education and training opportunities.

I

- Provide technical cooperation assistance to support national policies that extend and improve access to free, compulsory, quality education.
- Support efforts to increase the number of schools and teachers in the country or within a defined region, and improve the quality of school curricula and teacher training through technical cooperation.
- Promote effective UN and multi-lateral partnerships to mainstream child labour in international policy and development frameworks, in particular the global task force on education and child labour.



Exercise 7

Overcoming the obstacles to universal, compulsory and free education

Note: This exercise will be conducted at the same time as **Exercise 8**. Workshop participants will be divided in half. One half will be responsible for completing this exercise on education, while the other half will proceed to **Exercise 8** on social protection.

Time: 45 minutes

Exercise: Based on the presentation and your own knowledge, work in two groups to discuss the following issues related to overcoming obstacles to universal, compulsory and free education. Consider the answers you prepared for **Exercises 1** and **2**.

Group 1: A key driver in the persistence of the WFCL is lack of access in many countries to universal, free and compulsory education. For this exercise, identify activities or programmatic interventions that can promote such access for all children. Using a flipchart, list these core activities and agree on one overall outcome you want to see achieved relating to reducing the WFCL. Begin your discussion by briefly considering the obstacles in your own country that prevent boys and girls from going to school and receiving the education to which they have a right. Consider legal, policy, cultural, economic, geographic and gender conditions, and issues such as the cost and quality of education, drop-out rates and at what ages girls and boys drop out, etc.

Group 2: Select a target group in your country that is a priority for ensuring access to universal, free education but that has faced obstacles to realizing this right in the past. This group could be refugee or migrant children, girls, orphans, children in the urban informal economy or boys and girls in geographically-remote areas. To complete the exercise, consider the obstacles your chosen group faces and identify the core activities or interventions necessary to overcome them. List these on a flipchart. Importantly, agree one overall outcome you want to see achieved under the policy area relating to reducing the WFCL.

Note: One of the challenges you may face relates to financing and institutional development. Add a further dimension to this exercise by considering the resource needs of your proposals and the strategies required to meet those needs. The answer you prepare for this exercise may also help you complete **Exercise 5** on putting together a NAP.

Social protection

Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016: Social protection

Government actions should be guided by the following policy priorities:

- Implementing strategies, policies and programmes that offer access to and delivery of social and health services to vulnerable and socially excluded households, hard-to-reach children, and children with special needs, where possible including a basic social protection floor;
- Fighting discrimination that contributes to child labour;
- Supporting families' capacity to protect their children by working towards a system of social protection through, for instance, cash transfer schemes; public works; access to credit, insurance and savings schemes; strengthening and implementing national protection frameworks to protect children from child labour;
- Assisting victims of child labour, in particular its worst forms to prevent their return to child labour.

A third policy area for priority engagement by governments concerns the social protection floor (SPF) and the promotion of access to and delivery of social and health services. These measures are essential for the effective elimination of child labour and its worst forms, designed as they are to address persistent poverty and the vulnerability of poor households to economic shocks, for example those most recently precipitated by the global economic and financial crisis.

The social protection floor (SPF) is a set of integrated social policy measures that guarantee income security and access to essential social services for all. These are beneficial in particular to vulnerable groups, including socially-excluded households, vulnerable and hard-to-reach children, and children with special needs, and aim to protect and empower people across their life cycle. The SPF includes guarantees of:

- Basic income security throughout the year, for example in the form of social transfers that include pensions, child benefits, income support and/or employment services for the working poor or unemployed; and
- Universal access to essential, affordable social services in health, food security, housing and other areas, and free basic education.

These measures address household poverty, vulnerability and social exclusion and mitigate risks of shocks caused by economic or other crises such as natural disasters that can compel families to withdraw their children from school and send them to work to supplement household incomes. They put in place a strong fabric of social protection that can pre-empt child labour by changing the economic and social circumstances of households.



In-Focus

The UN Social Protection Floor Initiative

The UN Social Protection Floor Initiative⁷ promotes universal access to essential social services and transfers. It advocates for investment in the social protection floor (SPF) on behalf of social justice and economic development. Led by the ILO and World Health Organization (WHO), this inter-agency initiative brings together the UN and other international organizations to promote growth and development by raising labour productivity and enhancing social stability. The initiative has national, regional and global dimensions. At national level, SPF Task Forces support the development of national social protection frameworks integrated into existing development planning. At regional and global levels, an SPF Advisory Network provides technical support to country-level teams and advocates for SPF in policy discussions at these levels.

Advancing child-sensitive social protection

While many social protection measures already benefit children without explicitly targeting them, such measures are not always effective in guaranteeing investment in the well-being of children from an early age. A new set of guidelines developed and promoted by the ILO with other UN and multilateral institutions and civil society groups therefore articulates an approach called “child-sensitive social protection” (CSSP). This approach shows that even with relatively small changes to existing programmes, social protection can lead to significant improvements for children, their families, communities and national development.

Child-sensitive social protection (CSSP) aims to maximize opportunities and developmental outcomes for children. It focuses on addressing inherent social disadvantages, risks and vulnerabilities into which children may be born, as well as those acquired later in childhood. Although there is no “one-size-fits-all” definition of what makes social protection child-sensitive, in broad terms CSSP focuses on a range of measures affecting different dimensions of children’s well-being, including those that can prevent them from falling into the trap of the WFCL:

- Providing access to quality basic services for the poorest and most marginalized;
- Addressing gender inequalities;
- Increasing caregivers’ access to employment or income generation; and
- Preparing adolescents to earn their own livelihoods.

Some examples of effective social protection measures that have been tested and applied in different parts of the world include:

Cash transfer programmes: reach out to poor households to enable increased spending on basic goods and services at the household level. These programmes have been piloted in the Americas, often with a conditionality that requires children to be in school. Conditional cash transfers (CCT) offer a means to alleviate existing income poverty and address under-investment in children’s human capital. Unconditional cash transfers can include child support grants, family allowances, needs-based social assistance and social pensions. They can play an important role in easing household budget constraints, targeting vulnerable groups such as orphans or households affected by HIV/AIDS. In addition, they can help increase aggregate demand and can therefore contribute to employment growth.

Public works schemes: can be a short- or long-term social protection measure. They serve the dual goal of providing employment opportunities to household breadwinners (for instance, between harvest seasons, thus ensuring income stability throughout the year) and of investment in public infrastructure or expansion of basic services. Both can have positive outcomes in reducing households’ reliance on child labour.

⁷ For more information on the Social Protection Floor Initiative, see: www.socialsecurityextension.org.

Access to credit: can also help to ease household budget constraints, mitigate social risks, and support families' capacity to protect their children themselves. Microloans, for example, for small enterprise development can enable households to develop additional income streams and reduce their reliance on children's earnings or provide alternative livelihood strategies. However, microloans can also work in the opposite direction, encouraging child labour as children help their mothers or fathers with duties related to the new enterprise or to repayment of loan interest. For this reason, it is important to weigh all the evidence related to the impact of credit and other financial schemes and to encourage use of mutual/cooperative loan schemes.

School feeding programmes and removing school user fees: have been shown to increase school enrolment and attendance, lower incidence of child labour and its worst forms, and lead to better cognitive and language skills and fewer behavioural problems. The net positive of such programmes is particularly strong among girls.

Supporting family childcare responsibilities: provides an alternative to parents taking their children to work with them, and can encourage labour market participation with particularly strong effects for women.

These measures, alongside others, can enhance the capacity of the household to buy food, access health and social services and weather the storm of economic set-backs and shocks. They provide income security and social stability that can generate conditions to keep children in school and prevent them from entering the labour market prematurely. At the macro level, measures such as these can reduce vulnerabilities to price instability in food and commodity markets, and economic and financial crisis; they can also support progress towards achieving the Millennium Development Goals (MDGs), in particular those concerned with eradicating extreme poverty, improving child health, promoting universal education and promoting gender equality.





Case study

Addressing income instability through CCTs in Indonesia

Many evaluations have shown the promising results of conditional cash transfer (CCT) programmes in a number of areas such as poverty reduction, increasing school attendance and addressing gender disparities. The main strength of the CCT approach is that it addresses some of the roots of the WFCL: chronic poverty, vulnerability to economic shocks, and difficulties of access to education. The approach puts more emphasis on prevention than cure and strikes a balance between targeted interventions locally and policy action at the macro-level. Yet there are obstacles to the implementation of CCT programmes. Significant resources are needed to finance the transfers, to reach large populations and to maintain the programmes long enough to see sustainable results. There is also the problem of replication and upscaling. Most CCT programmes have been implemented in Latin America and the Caribbean, where child labour is less extensive than in regions such as Asia and Africa, and where resource problems are less severe. Nevertheless, there are sufficient grounds for considering the potential of this approach and countries such as Indonesia present a strong example of what can be done. In Indonesia, under a conditional cash transfer programme called the Program Keluarga Harapan (PKH), the government has led efforts to eradicate poverty and ensure that children participate in education since 2007. The programme includes a component that seeks to support efforts to tackle child labour, and aims to withdraw children from work, provide them with direct assistance in shelters, and motivate and prepare them for a return to the education system. This programme, which targets the very poor, has been piloted in 49 districts across 7 provinces. Under the programme, direct cash transfers of USD60 to USD225 per year are provided to each family, depending on the number of children they have in school and their grades. In its first year, PKH targeted half a million families to receive direct assistance, with 6.5 million targeted in subsequent years. The emerging experience of good practice from the programme has helped shape similar programmes in other parts of the world.





Suggested priority action(s) by GWENI

Priority engagement on social protection

G

- Implement a social protection floor (SPF), including policies and programmes that improve and extend access to social and health services for vulnerable and socially excluded households, children with special needs and hard-to-reach children, including those that are not registered at birth, homeless children and orphans, children with disabilities, children without legal status and those that are not enrolled in school.
- Provide and extend a social protection framework that supports families' capacity to protect their children – particularly those who are at risk of being engaged in the WFCL – through cash transfer schemes, access to credit, health and disability insurance and/or savings schemes.
- Develop and implement, with the support of relevant stakeholders, programmes to assist victims of child labour, in particular its worst forms and prevent their return to child labour.

W

- Advocate to strengthen public national child protection frameworks and services for all children and to ensure they are extended to hard-to-reach children and those with special needs.
- Play an active role in supporting policies and programmes that provide direct assistance to the victims of the WFCL and prevent their return to child labour.

E

- Actively engage, where appropriate, to support social policies and programmes that reach out to the most vulnerable households, hard-to-reach children and children with special needs.
- Where possible, support or participate in programmes that assist the victims of WFCL and prevent their return to child labour.

N

- Raise public awareness of the need to improve and extend access to and delivery of social and health services to vulnerable and socially excluded households.
- Advocate for the strengthening of national child protection frameworks and extend these to provide services to vulnerable, hard-to-reach children and children with special needs.
- Support the design and implementation of programmes that provide direct assistance to the victims of the WFCL and prevent their return to child labour.

I

- Provide technical and financial assistance to support national governments' efforts to establish a social protection floor by strengthening and extending the delivery of social and health services to vulnerable and socially-excluded households.
- Lead the mobilisation of additional financing to support social protection programmes that provide cash transfers, access to credit, or insurance and savings schemes for families.
- Provide technical assistance in the design and provision of measures to assist victims of the WFCL and prevent their return to child labour.



Exercise 8

Delivering social and health services to vulnerable and hard-to-reach children

Note: This exercise will be conducted at the same time as **Exercise 7**. Workshop participants will be divided into groups. One will be responsible for completing this exercise on social protection, while the other will complete **Exercise 7** on education.

Time: 45 minutes

Exercise: Consider the answers you prepared for **Exercises 1** and **2**. They aimed to deepen your understanding of child labour in your country and encouraged you to consider the geographic and economic locations of vulnerability to the WFCL, including child trafficking. Consider specific categories of vulnerable and hard-to-reach children: for example, refugees, indigenous peoples, non-registered children or children with special needs. Select one or more of these categories as relevant to your national context, and think creatively about a strategy that could help you extend social protection to them, considering also weaknesses in existing social protection policy. Divide into two groups and consider the following issues.

Group 1: Discuss how and through which systems or agencies vulnerable children and victims of the WFCL can be identified. Propose a series of core activities or interventions that can support this identification process, keeping in mind mechanisms such as school-based monitoring, labour inspection and community-based programmes such as Child Labour Monitoring Systems (CLMSs). Using a flipchart, list these core activities and agree on one overall outcome you want to see achieved that contributes to the reduction of the WFCL.

Advanced: Give thought to the financing of this identification mechanism, and how to guarantee that former victims do not suffer a relapse or return to child labour, in particular its worst forms.

Group 2: To complete this exercise, propose a series of core activities or interventions that will reduce child labour, in particular its worst forms, through the provision or extension of social and health services protection to vulnerable children and their families when many may be in geographically remote areas, the informal economy, or in zones with weak governance. List these activities on a flipchart, and agree on one overall outcome you want to see achieved under this policy area contributing to a reduction in the WFCL.

Advanced: Give thought to the financing of the strategy, and keep in mind the services that would be necessary to guarantee that former victims do not suffer a relapse or return to WFCL.

Note: If you have time, add a further dimension to the exercise by considering the obstacles you are likely to encounter in implementing the strategy. Consider how you would overcome those obstacles.

Labour market policy

Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016: Labour market policy

Government actions should be guided by the following policy priorities:

- Taking action to foster a well-functioning labour market, as well as access to vocational training for adults and young people of working age that corresponds with the current and future needs of the labour market so as to facilitate school to work transition;
- Supporting employment creation and promoting decent and productive work for adults and young people of working age that is consistent with fundamental principles and rights at work;
- Working towards regulating and formalizing the informal economy where most instances of the worst forms of child labour occur, including through the strengthening of state labour inspection, and enforcement systems and capacities;
- Creating an environment, together with social partners, that combats child labour in supply chains.

Action against child labour and its worst forms should be situated in the broader context of the Decent Work Agenda, with governments pursuing effective policies to support an active and well-functioning labour market, employment creation, decent and productive work for adults and young people, and strong and efficient labour market institutions. Key to this engagement are measures to:

- Promote skills development and vocational training and thereby extend labour market opportunities for young people of working age, and address youth unemployment;
- Advance decent work in the informal economy where child labour and its worst forms are most common;
- Tackle child labour in global supply and value chains;
- Strengthen public labour inspection and enforcement systems and ensure decent and productive work for adults and youth of working age in line with the ILO *Declaration on the Fundamental Principles and Rights at Work*; and
- Strengthen labour relations systems including collective agreements which prohibit child labour.

In-Focus

What is the Global Jobs Pact?

At the heart of labour market policies to combat child labour is the creation of decent and productive work that is consistent with the fundamental principles and rights at work. Employment creation not only addresses harmful unemployment and the pressures this places on household economies, it can lead the way in tackling endemic poverty and inequality that threaten to lead children into the workplace prematurely, and into the WFCL. Employment and creation of decent jobs is at the heart of the ILO's Global Jobs Pact, a commitment adopted in 2009 in the face of growing job loss, enterprise collapse and the threat of growing poverty. The Global Jobs Pact aims to guide national and international policies to stimulate economic recovery, create jobs and extend protection to working people and their families. It urges measures to sustain enterprises, keep people employed, create new jobs and extend protection to the most vulnerable in society, including children vulnerable to child labour.



Promoting skills development, vocational training and extending labour market opportunities

Making sure that former child labourers and children at risk of becoming child labourers acquire the skills necessary to find gainful employment in the future is essential to both the individual concerned and society as a whole. Policies that promote skills development are central to this endeavour, with young people benefiting from greater labour market opportunities and an escape from the lifelong disadvantage threatened by child labour.

In most countries, the least educated and least skilled are also the most disadvantaged in the labour market. Education and training are therefore essential to improving the labour market outcomes and employment opportunities of young people. To ensure these improvements are extended to all youth, action is required by governments on three fronts:

- 1) There is a need to strengthen the quality of basic education and its relevance for those entering the labour market at a legal age;
- 2) Second-chance, remedial education is required for young persons who have been denied sufficient education; and
- 3) The effectiveness and reach of vocational training programmes needs to be extended.

Promoting youth employment to tackle the WFCL

The world is facing a worsening youth unemployment crisis: young people are three times more likely to be unemployed than adults and over 75 million youth worldwide are looking for work. Dim job prospects trigger children from poor families to doubt the added value of continued education, resulting in many leaving school prematurely to start work in child labour. This argues for investments in youth employment so that children have a future and see the benefit of continued education rather than premature employment. Child labour can also have a negative impact on employment opportunities for youth, affecting the opportunities of young people of working age to make a transition to decent work. This, in turn, can lead to labour market vulnerability later in life, for example through low quality employment, low income, social vulnerability, marginalisation in adulthood, and insecurity in old age. Strategies to combat child labour and its worst forms should be closely linked to promoting access to decent work for young people and improving decent work opportunities for adults, and should include efforts to remove work hazards for working children aged 15-17.

Advancing decent work in the informal economy

Parallel to skills development and training for young people, governments also face the challenge of promoting a public policy environment that tackles child labour and its worst forms in the informal economy, both in rural and urban settings. This challenge should be met with strong resolve and equally strong policy instruments aimed at progressively extending regulation and the formalisation of the economy.

In many developing countries, the informal economy is large and absorbs a growing proportion of youth each year as they seek employment opportunities. Jobs in the informal economy are characterized by lack of or weak access to fundamental rights at work, precarious employment, low and irregular incomes, long working hours and poor working conditions. The informal economy is also the location with the highest incidence of child labour and, in particular, its worst forms. Protecting children and young workers in this setting should be one of the major objectives of labour market policies. Common forms of child labour in the informal economy include:

- Family or home-based work, including domestic work and sub-contracted piecework;
- Manufacturing, for example of clothing, furniture, matches and even fireworks;
- Brick-making and stone carving;

- Work in construction and commercial agriculture;
- Work performed in the urban informal economy such as begging, thieving, petty crime, shoe-shining, “scrap metal” collection, hawking and the delivery of goods; and
- Commercial sexual exploitation and drug trafficking.

Policy efforts to tackle these challenges should promote the formalisation and regulation of the informal economy. Identifying the factors that contribute to the dynamics of formality and informality in national and local contexts will be an important first step in this process, and one that relies on statistical information about work in the informal economy. Other actions include: extending government services; creating a process to register workers and businesses in the informal economy; ensuring consistent support for the universal realization of all FPRW; and strengthening public labour inspection systems and the capacity of labour inspectors to tackle informal economy working conditions. See the **In-Focus** box above for more on strengthening the role of labour inspection in the fight against the WFCL.



Now, more than ever, political leadership is needed to achieve the elimination of the worst forms of child labour. Governments in partnership with all other relevant actors need to act swiftly and with determination in this endeavour, particularly in the informal economy where most child labour occurs.

Source: Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016



Case study

Addressing the WFCL in Bangladesh's urban informal economy

Following Bangladesh's ratification of ILO Convention No. 182 in 2001, the country developed a national time-bound programme, which prioritised the elimination of the WFCL in the urban informal economy. The project associated with this focus concentrated on the Dhaka Metropolitan area, including 33 Thanas divided into 90 wards and 10 zones. The project followed a multi-faceted approach, bringing together five inter-related strategic components, each concerned with the urban child worker:

- **Policy and model formulation:** A key component of the project sought to expand knowledge about child labour in the urban informal economy and to use the increased awareness to develop and test new models and interventions for tracking child labour and keeping children out of hazardous work.
- **Child worker protection:** Under the project, children working in hazardous conditions were located, removed and referred to protection and rehabilitation services. Employers were given incentives to improve working conditions and strengthen their reliance on adult workers through workplace improvement programmes.
- **Education and future employment:** Former child labourers were provided non-formal and formal educational opportunities appropriate to their age, experience and aspirations. These followed the national curriculum, helped them to improve their literacy skills and prepared them for future, productive employment.
- **Prevention through social and economic development:** The project also had a preventive stream aimed at reducing parents' dependency on their children's income. Parents of child labourers were provided the opportunity to learn an income-generating skill and be trained in running a business. This included micro-financing opportunities to set up or expand that business.
- **Capacity building for sustainability:** Finally, to reduce the reliance on external support, project partners in Bangladesh received training in establishing and maintaining regulatory and monitoring mechanisms against child labour and its worst forms, thereby promoting longer-term sustainability of project interventions.

Combating WFCL in supply chains

A key, emerging feature of labour market policies in the fight against child labour is the action taken to address problems in global supply and value chains. These chains are increasingly common in the garment sector, electronics and other consumer goods industries, as well as in food and beverage and other sectors. They involve often lengthy and complex supply chains that link otherwise independent businesses operating in different parts of the world. These suppliers provide finished, branded products to global companies that sell the products in markets around the world.

Child labour and its worst forms can be present at various levels in these chains. It is less likely, though, in the top tier of enterprises that produce the finished products (e.g. toys, garments or cell phones) and more likely in sub-contracted factories at the “base” of the supply chain, which refers to the farms, plantations, mines, forests and other workplaces where raw materials and commodities are sourced. Items at this level that have been shown to involve child labour in some parts of the world include:

- Agricultural products such as sugar, coffee, tea, palm oil, cotton and beef, as well as cocoa, which has received much media attention in recent years; and
- Other materials such as timber, bricks, granite, metals such as tin, tungsten, coltan, mica and gold, and aquaculture products such as fish and shrimp.

In these locations of supply chains, labour markets are often poorly regulated, with work performed in the informal economy. Children face significant risks of hazardous work, and lack protection and access to education, health and other social services. Understanding these risks and generating a policy environment to effectively address them is a challenge for many governments, but one that must be addressed with urgency.

Case study

Multi-stakeholder engagement against the WFCL

Supply chains comprising sustainable enterprises that provide decent work are an essential element of child labour elimination. IPEC actively engages employers’ organizations, multi-stakeholder initiatives (MSIs) and companies to enhance the contribution of business to the elimination of child labour. The Child Labour Platform (CLP),⁸ launched in April 2012 and supported by IPEC, brings together some 25 companies, as well as employers’ and workers’ organizations, governments and civil society under the auspices of the Global Compact Labour Working Group (co-chaired by the International Organization of Employers (IOE) and the International Trade Union Confederation (ITUC)). The CLP fosters the exchange of experience and dialogue on tackling child labour, particularly in supply chains; identifies obstacles to effectively tackling child labour and advises on ways of overcoming these; and catalyses collective action. It will be a centre of knowledge about the business contribution to the elimination of child labour and carry out an active research agenda. It is cross-sectoral, with the possibility of forming sector-based working groups; however in implementing child labour elimination efforts on the ground it will adopt an integrated, area-based approach.



In a globalized economy, government responsibility includes developing and strengthening policies and programmes, in consultation with social partners, that address child labour issues, in particular the worst forms, in international supply chains.

Source: *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*

⁸ For more information on the Child Labour Platform (CLP) see: www.ilo.org/ipcc/Action/CSR/clp/lang--en/index.htm.



Suggested priority action(s) by GWENI

Priority engagement on labour market policy

G

- Pursue policies to foster a well-functioning labour market, create employment and promote decent work for adults and young people of working age.
- Disseminate information on training programmes and skills development courses to prepare young workers to enter the labour market.
- Take action to regulate and formalize the informal economy, including by strengthening public labour inspection and enforcement mechanisms.
- Work with the social partners to combat child labour in supply chains.
- Organize regular coordination meetings with National, Provincial and District or Municipal Committees for the elimination of WFCL.

W

- Advocate for national labour market policies that promote decent work for adults and young people of working age, consistent with the fundamental principles and rights at work.
- Develop clear and effective policies that articulate worker positions concerning the WFCL, and promote these inside and outside the labour movement.
- Implement strategies to extend the outreach of workers' organizations into the informal economy and economic sectors where child labour is prevalent.
- Take action against child labour in supply chains: work to ensure that systems are in place to guard against it and, through social dialogue, participate in the design and implementation of such systems.
- Engage companies and employers directly to advocate against the employment of children.

E

- Advocate for labour market policies that promote decent and productive work for adults and young people of working age.
- Work with government to facilitate access to vocational training for adults and young people of working age that corresponds with current and future needs of the labour market.
- Articulate and implement employer policies and programmes that address child labour in supply chains, and publicize these in forums such as the UN Global Compact.

N

- Promote the goal of decent and productive work for adults and young people of working age.
- Participate appropriately in multi-stakeholder initiatives that address the WFCL in supply chains, and contribute to monitoring child labour in sectors where these initiatives exist.

I

- Provide technical and financial assistance to governments to mainstream policies that promote decent and productive work at national and local levels.
- Provide technical assistance in the design and implementation of vocational training and skills development programmes.
- Support resource mobilisation and provide technical assistance to programmes that seek to formalize the informal economy and address child labour in supply chains.
- Promote capacity building for labour inspection services and other enforcement mechanisms to extend the reach of the formal economy.



Key resource(s)

Annex 2: Template for a National Policy and Action Plan to Achieve the Elimination of the WFCL by 2016.

Exercise 9

Identifying partnerships to address the WFCL in the informal economy



Time: 45 minutes

Note: Workshop participants will be divided into three groups to complete **Exercises 9, 10** and **11**. The first group will complete **Exercise 9** on identifying partnerships to address the WFCL in the informal economy. The second group will complete **Exercise 10** on addressing WFCL in global supply chains. The third and final group will complete **Exercise 11** on addressing WFCL through youth employment policy.

Exercise: This exercise asks you to identify the key stakeholders that are best positioned to help you take effective action against the WFCL in the informal economy. Brainstorm a list of stakeholders organized by type (e.g. government agencies, workers' organizations, employer representatives, businesses, NGOs, charities or foundations, women's groups, etc). Identify where you have stakeholder gaps. Finally, prepare a list of proposed core activities to address WFCL in the informal economy and agree on one core outcome you want to see achieved under the policy area and that contributes to a reduction of the WFCL. In your discussion, include attention to the urban and rural informal economy, and different types of work therein, and consider youth employment/unemployment.

Divide into two groups. Group one will consider policy level action concerning the informal economy, while group two will consider direct outreach and assistance in the informal economy.

Group 1:

Consider action in the informal economy at **policy level** using the following table:

Type/Name of organization	Stakeholder gap(s)	List core activities	Core outcome

Group 2:

Consider action in the informal economy at **outreach/direct assistance** level using the following table:

Type/Name of organization	Stakeholder gap(s)	List core activities	Core outcome

Note: When listing organizations to engage be as specific as possible. For example, if you consider workers' organizations to be a key strategic partner, indicate which organizations you might reach out to: e.g. the national trade union centre(s), national and international sectoral unions and/or specific local unions, including existing informal workers' organizations, and name them.



Exercise 10

Addressing the WFCL in global supply chains

Time: 45 minutes

Note: Workshop participants will be divided into three groups to complete **Exercises 9, 10** and **11**. The first group will complete **Exercise 9** on identifying partnerships to address the WFCL in the informal economy. The second group will complete **Exercise 10** on addressing WFCL in global supply chains. The third and final group will complete **Exercise 11** on addressing WFCL through youth employment policy.

Exercise: Your task in this exercise is to identify the core activities to be undertaken to tackle child labour, including its worst forms, in supply chains, list these on a flipchart and agree one overall outcome to be achieved under this policy area and that contributes to a reduction of the WFCL.

Draw a map of your country and indicate the international borders with neighbouring countries. Consider the location of industries or economic sectors that are export-oriented or integrated into global supply chains. This could include agricultural products such as sugar, tea, fish or cotton; mining commodities like gold or tin; or manufacturing industries that produce electronics, toys or garments, etc. Draw an appropriate symbol on your map to represent these industries and where they are located.

Now consider the maps you created for **Exercise 2**. Use these resources to indicate on your new map where child labour, in particular its worst forms, are most likely to be present in companies that are integrated into supply chain production. Highlight these on your map and add any relevant notes you might have. You may also wish to indicate, using arrows, the flow of trade from these industries to the country locations of their key trading partners. With this information, you can create a list of priority industries to target for engagement against the WFCL in supply chains and consider public policy mechanisms to encourage them to tackle the issue as a priority.

Note: Add an important dimension to this exercise by considering any sub-contracting and outsourcing arrangements in each sector or industry you place on the map. These operations are also considered part of supply chain production, and usually at greater risk to the WFCL.

Exercise 11

Addressing the WFCL through youth employment policy



Time: 45 minutes

Note: Workshop participants will be divided into three groups to complete **Exercises 9, 10** and **11**. The first group will complete **Exercise 9** on identifying partnerships to address the WFCL in the informal economy. The second group will complete **Exercise 10** on addressing WFCL in global supply chains. The third and final group will complete **Exercise 11** on addressing WFCL through youth employment policy.

Exercise: Keeping in mind the minimum age of employment, and recognizing that children of and above that age are allowed to work as long as their work is not hazardous or otherwise a WFCL, they may thus contribute to stable family incomes and create a future for themselves (and thus contribute to reducing the risk of the WFCL).

Discuss as a group what activities need to be undertaken to create credible youth employment initiatives and list these on a flip chart. In your discussion consider the various target group children, their age, geographical focus, particular sectors of the economy to be targeted, skills levels and training needs, opportunities for internships, job placement services, career guidance, school-work transition, etc. Then agree on one overall outcome to be achieved under the policy area and that contributes to reducing WFCL.

Exercise 12

Other cross-cutting policies and thematic areas in the fight against the WFCL



Time: 45 minutes

Note: Workshop participants will be divided into a small number of groups depending on the additional policy areas identified during **Exercise 3** on brainstorming a national strategy. These cross-cutting themes may include, for example, migration policy, a particular sectoral focus where WFCL occur (e.g. agriculture), or knowledge management and advocacy.

Exercise: For this exercise, each group will take one policy area, discuss it in detail and identify existing obstacles and problems related to the WFCL. You are asked to prioritize these obstacles in order of their importance. Using a flipchart, discuss and list core activities to address these obstacles, then agree on one overall outcome to be achieved under the policy area and that contributes to a reduction of the WFCL.



Promoting action and monitoring progress

The effective abolition of child labour is a moral necessity; all ILO members have an obligation to respect, promote and realize that principle.

Source: *Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*

Promotion of the Roadmap and monitoring of progress

The promotion of action and monitoring of progress in eliminating the worst forms of child labour is to be undertaken consistent with, and complementary to the ILO supervisory system and reporting mechanisms, and to enhance progress towards the 2016 goal. Recommended actions include:

- The establishment, by governments, of (i) effective national follow-up mechanisms additional to their obligations under ILO Convention No. 182, to review progress to end the worst forms of child labour domestically – such as annual tri-partite meetings - and (ii) national initiatives to monitor progress in eliminating the worst forms of child labour, taking into account national action plans and other time-bound measures, and capitalizing on information available through reporting under existing obligations such as international conventions' supervisory mechanisms and national Millennium Development Goal monitoring systems.

Once adopted, a new policy or NAP must be disseminated, promoted and implemented and follow-up and monitoring ensured to assess whether you are meeting your stated objectives. This section presents some of the steps governments, the social partners and other stakeholders can take.

National follow-up under ILO Convention No. 182

Under ILO Convention No. 182, governments are obliged to take immediate and effective measures to secure the prohibition and elimination of the WFCL. This includes bringing national law into line with international standards as set out in the Convention and its accompanying Recommendation. Members are obliged to design and implement programmes of action such as NAPs as a matter of priority. These programmes should aim to:

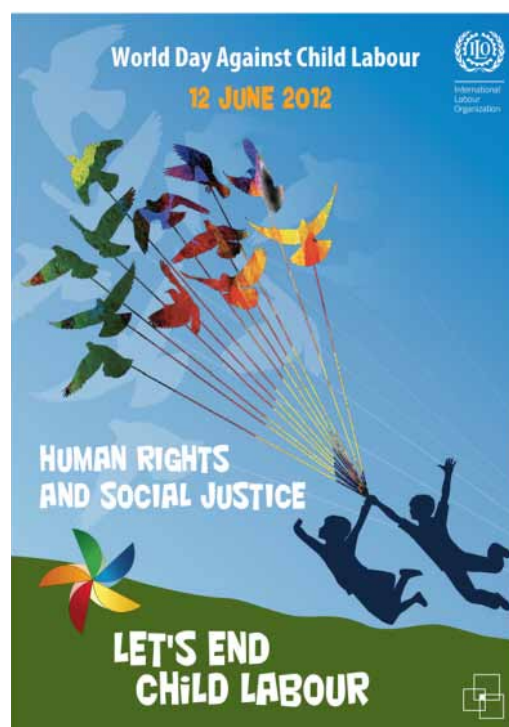
- Identify and denounce the WFCL in the country;
- Prevent the engagement of children in WFCL;
- Remove children from the WFCL, protect them from reprisals, and provide for their rehabilitation and social integration;

- Ensure free basic education and appropriate vocational training for all children withdrawn from WFCL (this highlights the importance of education as a key preventive measure against child labour);
- Reach out to and work with communities where children are at special risk, and economic sectors where WFCL exist, also taking account of the special situation of girls; and
- Mobilize public opinion and concerned groups, including children and their families.

Additional follow-up

The Roadmap also advises governments to establish other follow-up mechanisms, which can include annual (or more regular) tripartite meetings to bring together the relevant government ministries and the social partners as well as other relevant parties such as NGOs or children's groups. These meetings can consider successes, challenges and key lessons learned in the intervening year. Governments might also implement national surveys to compile and disseminate information and statistical data on the nature and extent of child labour in their country. Surveys and data collection can serve as a basis for determining national policy priorities and, to the greatest extent possible, should include data disaggregated by sex, age group, occupation, branch of economic activity and other factors. Other measures to promote follow-up might include:

- Sensitizing the general public, including national and local political leaders, parliamentarians and the judiciary;
- Training and raising the awareness of employers' and workers' organizations to integrate child labour concerns into their core activities;
- Training and raising awareness of civil society groups;
- Providing training to government representatives as well as labour inspectors and other law enforcement officials;
- Promoting national policies and plans of action at sub-national level, for example in cities and districts, and building links to other national governments, for example concerning child migration or trafficking;
- Monitoring and publicizing good practices in the elimination of child labour and its worst forms;
- Establishing a special complaints procedure, helpline, contact point or ombudsperson to address violations of the law;
- Adopting appropriate measures to improve educational infrastructure and teacher training, keeping in mind relevant aspects of gender equality and the representative role of teachers' organizations;
- Simplifying legal and administrative procedures and ensuring they are appropriate and prompt; and
- Taking into account the need for job creation and vocational training for parents and adults in the families of children found working in the WFCL, and sensitising those parents to the problems associated with children working in such conditions



In-Focus

Working with media in Turkey

Child labour in Turkey is on the decline. Recent figures released by the National Statistical Institute indicate a progressive drop in the proportion of children aged 6-14 years who are working, from 15.2 percent in 1994 to 5.9 percent in 2006. Yet this decline did not happen by accident. It was the result of sustained political commitment at different levels and the development of effective partnerships between employers' and workers' organizations.

A key element of this engagement was awareness-raising and advocacy. IPEC's strategy in the country was focused on forging close relationships with the news media, which created a public interest environment that acted as a stimulus for politicians to take action. This strategy emphasised key messages such as the rights of children to be free from child labour, the value of education and training, and the longer term developmental costs of abuse in terms of health, employment opportunities, persistent inequalities and intergenerational poverty. Developing a close, working relationship with the media in the country resulted in strong interest on the issue from both the national and local media and numerous radio and television broadcasts, newspaper and magazine articles, public service announcements and interviews that shared the stories of children in child labour and those withdrawn from it.



Monitoring progress in the fight against the WFCL

Monitoring and evaluation are essential elements of all actions to address child labour and its worst forms. They are crucial to ensuring that these actions stay on track and achieve their desired results. Monitoring and evaluation can take place at local, regional and national levels, and are an essential component of NAPs.

At the heart of monitoring and evaluation lie indicators. Indicators are a key element to assessing progress and measuring the impact of initiatives that target the WFCL. Indicators are the proof that policy engagement – such as the development or revision of an NAP – has in fact been effective. Indicators should be determined and integrated at the outset of any engagement. When developing them, practitioners should keep in mind the acronym **SMART**. Indicators should be:

- **S**pecific;
- **M**easurable;
- **A**chievable;
- **R**ealistic; and
- **T**ime-bound.

Exercise 14 helps you consider the importance of indicators in policy planning and follow-up.

While it may be easy to evaluate or measure whether a project has gone according to plan (i.e. that it has met specific deadlines and/or budget considerations), it is much harder to measure impact and broader outcomes, for example whether a policy or specific action has produced anticipated results and made a difference in eliminating the WFCL. To assess the impact, results and progress of broad-based policy initiatives, the following indicators present examples that are commonly used in monitoring and evaluation:

- Frequency of inter-ministerial meetings on the issue;
- Number of staff resources allocated to the issue;
- Number of policy areas - such as education, social protection or employment – in which child labour is referred to;
- Number of government staff trainings that include WFCL;
- Number of ministerial speeches in which the issue is referred to; and
- Allocations to interventions in local, regional and national budgets.



Exercise 13

Bringing it all together

Time: 120 minutes

Note: This exercise can be conducted in groups or in plenary.

Exercise: At the end of the workshop it is important to review everything the participants produced, and to bring it all together in a draft outline of a NAP.

Review in plenary or small groups the key policy areas and the proposed activities listed under them, discuss possible additional activities, and then prioritize the most important activities per policy area.

Participants should then agree on which agencies will take the lead in implementing the various policy areas, and which agencies will play support roles. If time permits, financing should also be discussed.

Agreement should also be reached on which organization should lead the process of finalizing the NAP after the workshop.



Exercise 14

Developing indicators to measure impact and progress



Time: 30 minutes

Note: This exercise can be conducted in groups or in plenary.

Exercise: A key aspect of measuring whether new policies under a NAP are effective is the identification of indicators that help assess the results of a policy initiative (or progress towards it). Divide into 5 groups or more, as necessary. Each group will take one policy area identified in the table below. Review and confirm the main outcome planned under your policy area relating to a reduction in the WFCL. Identify this in the third column. Then discuss and list two indicators for that policy area in the last column.

Note: Indicators should be **SMART** (**S**pecific, **M**easurable, **A**chievable, **R**ealistic and **T**ime-bound); and they should be linked to the planned outcomes in the different policy fields. For example, common indicators used to monitor and evaluate progress in policy initiatives often relate to:

- Size of budget allocations to address the issue at local, regional and national levels;
- Number of government staff resources allocated to the issue, particularly in the form of dedicated personnel such as focal points;
- Frequency of inter-ministerial meetings on the issue and the level of participation from different departments;
- Number of policy directives that refer to or have mainstreamed child labour, and in particular its worst forms;
- Number of agreements between social partners which address child labour and its worst forms;
- Number of staff trainings (for government or other stakeholders) on the issue;
- Number of children at risk of WFCL offered specific forms of assistance;
- Number of vulnerable children from a particular subgroup or region removed from WFCL and assisted; and
- Number or frequency of media reports, articles, programmes, public service announcements, internet sites, etc. addressed to the issue.

Policy outcome area		Main outcome	Indicators
Group 1	Legislation and law enforcement related to reducing WFCL		
Group 2	Education related policy interventions related to reducing the WFCL		
Group 3	Social protection related interventions related to reducing the WFCL		
Group 4	Informal economy related policy interventions related to reducing the WFCL		
Group 5	Supply chain interventions related to reducing the WFCL		
Group 6	Youth employment interventions related to reducing the WFCL		
Group 7	Possible other policy area(s)		
Group 8	Possible thematic areas related to specific WFCL		



Exercise 15

Managing your National Action Plan (NAP) and follow-up

Time: 45 minutes

Exercise: Once your NAP has been developed in draft form, the next step is to finalize it, seek adoption, and ensure that it is effectively and efficiently implemented. This includes managing financing; coordinating stakeholders; nurturing nascent or established dialogue and consultation (both formal and informal); and linking follow-up activities to obligations under Convention No. 182 and global activities such as the annual World Day Against Child Labour. For this exercise, use a flipchart to think creatively about the next steps necessary to ensure the successful implementation of your NAP. This should include both “internal” or behind the scenes engagement, as well as “external” and public follow-up.

The following issues can be discussed in plenary or small groups:

- 1) Discuss the steps necessary to get the NAP finalized and approved as well as the pre-conditions for implementation. Consider the need for a tripartite (or tripartite plus) steering group, training, identification of roles and responsibilities, mainstreaming, etc.
- 2) Discuss how to ensure resources are allocated to implement the NAP (i.e. funding, staff, time).
- 3) Discuss how to ensure this plan is linked with and mutually reinforces other action plans on broader socio-economic issues and fundamental rights at work.
- 4) Discuss the possible need to develop detailed follow-up plans in specific sectors of the economy; in specific agencies; or through integrated area-based approaches in specific regions, provinces and/or cities. Consider the need to develop focused provincial, sector-based or city action plans.
- 5) Discuss what framework, system or structure to use to regularly review progress in implementation. Consider how often to conduct this review, who should lead it and who should be involved.

Note: Effective policy implementation is directly linked to stakeholder capacity. Add another dimension to this exercise by considering what is needed to establish an effective and comprehensive institutional and capacity-building programme to support your new policy. Consider your target audience, required tools and programmes, resource needs, synergies with existing initiatives, etc.

Key resources

International Conventions, Recommendations, Declarations, Resolutions and Agreements

ILO Declaration on Fundamental Principles and Rights at Work, 1998.

Available at: www.ilo.org/declaration/thedeclaration/textdeclaration/lang--en/index.htm.

ILO Declaration on Social Justice for a Fair Globalisation, 2008.

Available at: www.ilo.org/global/meetings-and-events/campaigns/voices-on-social-justice/WCMS_099766/lang--en/index.htm.

ILO Minimum Age Convention (No. 138) 1973.

Available at: www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:312283.

ILO Worst Forms of Child Labour Convention (No. 182) 1999.

Available at: www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:312327.

ILO Forced Labour Convention (No. 29) 1930.

Available at: www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:312174.

ILO Worst Forms of Child Labour Recommendation (No. 190) 1999.

Available at: www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:312528.

ILO Minimum Age Recommendation (No. 146) 1973.

Available at: www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_ILO_CODE:R190.

UN Convention on the Rights of the Child, 1989.

Available at: www.ohchr.org/EN/ProfessionalInterest/Pages/CRC.aspx.

Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, 2000.

Available at: www.ohchr.org/EN/ProfessionalInterest/Pages/OPSCCRC.aspx.

Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict

Available at: www.ohchr.org/EN/ProfessionalInterest/Pages/OPACCRC.aspx.

Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, 2000.

Available at: www2.ohchr.org/english/law/protocoltraffic.htm.

ILC Resolution concerning the recurrent discussion on the Fundamental Principles and Rights at Work, 2012.

Available at: www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_182951.pdf (pages 89-97).

The Hague Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016, 2010.

Available at: www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_13453/lang--en/index.htm.

Reports and surveys

ILO: *Accelerating action against child labour: Global report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work*. Geneva, 2010.

Available at: www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_13853/lang--en/index.htm.

IPEC: *Children in hazardous work: What we know, what we need to do*. Geneva, ILO, 2011.

Available at: www.ilo.org/ipec/Informationresources/WCMS_156475/lang--en/index.htm.

IPEC: *Combating trafficking in children for labour exploitation: A resource kit for policy-makers and practitioners*. Geneva, ILO, 2008.

Available at: www.ilo.org/ipec/Informationresources/WCMS_100710/lang--en/index.htm.

ACTRAV, ACT/EMP: *Employers' and workers' handbook on hazardous child labour*. Geneva, ILO, 2011.

Available at: www.ilo.org/public/english/dialogue/actemp/downloads/projects/cl_handbook.pdf.

IPEC: *Mainstreaming child labour concerns in education sector plans and programmes*. Geneva, ILO, 2011.

Available at: www.ilo.org/ipec/Informationresources/WCMS_171033/lang--en/index.htm.

ILO, UNICEF, UNGIFT: *Training manual to fight trafficking in children for labour, sexual and other forms of exploitation*. Geneva, ILO, 2009.

Available at: www.ilo.org/ipec/areas/Traffickingofchildren/WCMS_111537/lang--en/index.htm.

UCW: *Understanding the Brazilian success in reducing child labour: Empirical evidence and policy lessons*. Rome, 2011.

Available at: www.ucw-project.org/attachment/Brazil_20june1120110622_103357.pdf.

IPEC: *The Tripartite Process of Determining Hazardous Child Labour*. Geneva, ILO, 2012.

Available at: www.ilo.org/ipec/Informationresources/WCMS_195334/lang--en/index.htm.

ILO, Inter-Parliamentary Union: *Eliminating the worst forms of child labour: a practical guide to ILO Convention no. 182 (Handbook for parliamentarians, no. 3)*. Geneva, ILO, 2002.

Available at: www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_1200/lang--en/index.htm.

United Nations: *The Millennium Development Goals Report 2011*. New York, 2011.

Available at: [www.un.org/millenniumgoals/pdf/\(2011_E\)%20MDG%20Report%202011_Book%20LR.pdf](http://www.un.org/millenniumgoals/pdf/(2011_E)%20MDG%20Report%202011_Book%20LR.pdf).

Other resources and websites

ILO, International Organisation of Employers (IOE): *Eliminating Child Labour - Guides for Employers*. Geneva, ILO, 2007.

Available at: www.ilo.org/public/english/dialogue/actemp/whatwedo/projects/cl/index.htm.

ACTRAV: *Trade Unions and Child Labour*. Geneva, ILO, 2000.

Available at: www.ilo.org/actrav/what/projects/WCMS_112597/lang--en/index.htm.

ACTRAV, Education International: *Child Labour and Education for All*, (forthcoming).

ILO's International Programme on the Elimination of Child Labour: www.ilo.org/ipec.

United Nations Global Initiative to Fight Human Trafficking: www.ungift.org.

Annex 1: Key considerations for developing national policies and National Action Plans (NAPs) against the worst forms of child labour

Introduction

This document is intended to stimulate thinking and consultation among stakeholders involved in the development of national policies and National Action Plans (NAPs) against the worst forms of child labour (WFCL). It draws from the *Guide for Preparing National Child Labour Policies and Action Plans* (forthcoming), the *Training manual to fight trafficking in children for labour, sexual and other forms of exploitation* (2009) and *The Hague Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016* (2010). This document presents considerations on both structure and content of these policies and plans.

Structure of national policy and NAPs

Before describing the proposed actions required to meet the specific objectives of an NAP, it is recommended that the NAP begin with a broad statement considering the policy objectives and rationale for national action against the worst forms of child labour and the development of a national strategy. The structure of a NAP would then include:

- Overview of the proposed national policy;
- Description of the NAP; and
- Considerations concerning management coordination and monitoring of the NAP.

See [Annex 2](#) of this guide which provides a more detailed template for developing a national policy and action plan to eliminate the WFCL.

Content of national policy and NAPs

A. National policy

A national policy against the worst forms of child labour normally refers to a statement of a country's course or method of action in dealing with the problem. It is a coherent set of policies with the long-term aim of reducing and eventually eliminating the worst forms of child labour.

A national policy of this kind reflects the importance attached to fighting the WFCL as a national concern at the highest level, and the determination to fulfil national and international commitments under different policy frameworks, including ratified international Conventions. The policy provides a framework for broad-based national dialogue involving the government and its relevant agencies at all levels (e.g. national, regional and local); employers' and workers' organizations; civil society representatives; international development partners; and other key stakeholders, including children themselves, as appropriate. It provides a mechanism for setting priorities, making policy decisions, identifying stakeholder roles and responsibilities, allocating resources, and measuring progress.

Definition of the WFCL

The national policy needs to include a clear definition of the WFCL consistent with relevant international instruments, including the UN Palermo Protocol on trafficking in persons, the UN Convention on the Rights

of the Child, and ILO Convention Nos. 138 and 182. The ILO's definition of the WFCL is described in Article 3 of Convention No. 182 as:

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

Description of the WFCL

Next, it is important that the policy describes the "situation" of the WFCL in the country. To the extent possible, this description should include the incidence and nature of exploitation, a profile of vulnerable children, information on root causes and consideration of the consequences and impact of child labour. Given the specific vulnerabilities of migrant children, it should also include an evaluation of the perceived dynamics of children's movement within, from, through and to the country. This section should integrate information about the demand side of the WFCL, including a profile of the sectors and industries where children are most vulnerable.

Description of the legal and policy context

This should then be followed by a description of the relevant international instruments ratified by the country in question, relevant aspects of the Constitution, existing national legislation, and policies to prevent and protect children from labour and other forms of exploitation. This description should review the effectiveness of key policies in fighting the WFCL, including education policy, socio-economic policy, migration policy and policies pertaining to equality. Broad policy frameworks should also be described, including the Millennium Development Goals (MDGs), Poverty Reduction Strategy Papers (PRSPs), the UN Development Assistance Framework (UNDAF) and Decent Work Country Programmes (DWCPs). The section should consider shortcomings or gaps in existing laws and policies that create an enabling environment for the WFCL. This should include an analysis of the strengths (including available budgets, specialized staff and capacity to influence policy) and weaknesses of various stakeholders and existing coordination mechanisms to ensure that the proposed national policy and NAP capitalize on the strengths of existing organizations.

National strategy

This section should then describe the proposed national strategy to combat the WFCL. The following should be considered in developing this strategy:

- **Type(s) of intervention** – This could include any of the following: (a) broad protection of children at risk; (b) prevention of the WFCL; (c) law enforcement and prosecution; (d) victim assistance; and/or (e) cross-cutting intervention of knowledge management, capacity building and coordination among relevant organizations.
- **Location of intervention(s)** – Where will the proposed action take place?
- **Level of intervention(s)** – For example, will the strategy prioritise policy initiatives to create an enabling environment for action or direct outreach and assistance.
- **Target group(s)** – Will the strategy target child victims, children at risk, traffickers, unscrupulous employers or, among children, boys or girls?

It is advised that the section also describe how the proposed strategy contributes to addressing the broader goals of education for all, commitments under the UN Convention on the Rights of the Child, the MDGs, relevant ILO Conventions and *The Hague Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016*. The occurrence of the WFCL is an impediment to achieving these broader development goals.

A set of guiding principles should then complete the section to indicate the broad values that will steer the implementation of national policy and the NAP, including:

- Government ownership;
- Civil society participation (including workers and employers);
- Partnership and inter-agency coordination;
- Human and child rights-based responses;
- Consideration of the best interests of the child;
- Due attention to the most vulnerable;
- Sustainability; and
- Monitoring of progress and adaptation where necessary.

B. National Action Plan (NAP)

The National Action Plan (NAP) shall be composed of specific actions designed to implement the policy, the identification of specific roles and responsibilities for relevant stakeholders, the location(s) and timeframe for engagement, and an indication of the necessary budget. Proposed actions should together result in delivering specific outputs, which in turn should contribute to achieving specific objectives (or aims) for the elimination of the WFCL.

Objectives

It is advised that broad objectives of the NAP to which actions and outputs contribute address:

- 5) National legislation and enforcement;
- 6) Education;
- 7) Social protection;
- 8) Labour market policy; and
- 9) Additional cross-cutting thematic concerns identified at national level.

Actions

Proposed actions in an NAP should be broadly defined and linked to the objectives identified above; each one can act as a programme or project in itself, needing elaboration once the NAP has been adopted. Examples of possible actions include:

- 1) National legislation and enforcement:
 - Ratification of the relevant Conventions, where necessary, and strengthening the legal framework;
 - Strengthening enforcement of child labour laws;
 - Training of relevant government officials; and
 - Enhancing the capacity and reach of the labour inspectorate and other relevant authorities.
- 2) Education:
 - Ensuring access to free, compulsory, quality education for children at risk, and second chance education for children removed from the WFCL.
- 3) Social protection:
 - Creating victim identification and needs assessment systems for children;
 - Provision of shelter or refuge where needed; and
 - Operationalising services for withdrawal and long-term reintegration of children in the WFCL.

- 4) Labour market policy:
 - Ensuring access to relevant skills training for youth of working age;
 - Regulating the informal economy in sectors where children are found in the WFCL;
- 5) Supporting “good” employers to develop CSR programmes that cover children in the WFCL.
- 6) Additional cross-cutting thematic concerns identified at national level.
- 7) Knowledge management, capacity building and coordination:
 - Conducting research on profiles of at-risk children, children in the WFCL and their employers, and the impact of policy interventions;
 - Sharing resources, expertise and best practices among social partners; and
 - Creating an effective and functioning coordination mechanism.

Management and monitoring of NAPs

Following the text of the NAP, the document should consider with clarity the management, coordination and monitoring of progress of the plan. This should include information concerning who leads implementation of the NAP, who is involved in coordination and monitoring progress, and how, when and where this is done.






Final considerations

National policies and NAPs are framework documents. Once adopted, they should allow for adaptation and elaboration at regular intervals and appropriate levels of responsibility. Following the adoption of a NAP, this will need to be translated into detailed sub-national (provincial, district, local government), sectoral and agency-based plans.







Furthermore, the policy and NAP should not be a “stand alone” document. Rather, to the greatest extent possible, it should be integrated with broader national action plans that address poverty, education, social protection, health, agriculture and youth employment, as well as the Decent Work Country Programme (DWCP). To be effective and take advantage of synergies where these exist, the plan must be harmonized with and mainstreamed into these broader policy interventions.

Annex 2: Template for a national policy and a National Action Plan (NAP) to achieve the elimination of the worst forms of child labour by 2016



Part 1 – Broad policy context and strategy

1. Rationale for addressing WFCL in your country		Exercise 1 on the WFCL in your country
2. Define WFCL		Use the definition found in ILO Convention No. 182
3. Describe WFCL in your country		Exercise 1: WFCL in your country Exercise 2: Mapping vulnerability and risk
4. Describe legal and policy framework, including shortcomings		Exercise 4: Gap assessment: What's missing in your legal and regulatory framework
5. Describe strategy		Exercise 3: Brainstorming a national strategy to eliminate WFCL by 2016

Part 2 – National Action Plan (NAP)

6. Necessary preconditions		Exercise 5: Putting together a NAP
7. Objective(s) for legislation and law enforcement		Exercise 6: Determining the list of hazardous child labour
8. Objective(s) for education and training		Exercise 7: Overcoming the obstacles to universal, compulsory and free education
9. Objective(s) for social protection		Exercise 8: Delivering social and health services to vulnerable and hard-to-reach children
10. Objective(s) for labour market mechanisms		Exercise 9: Identifying partnerships to address the WFCL in the informal economy Exercise 10: Addressing child labour in global supply chains Exercise 11: Addressing child labour through youth employment policy
11. Other objective(s)		Exercise 12: Other cross-cutting and thematic areas in the fight against WFCL

Part 3 – Managing the implementation of the NAP, monitoring and impact assessment

12. Describe management and implementation of NAP		Exercise 13: Bringing it all together Exercise 15: Managing your NAP and follow-up
13. Describe measures to assess impact and progress of NAP		Exercise 14: Developing indicators to measure impact and progress

Annex 3: Sample training agendas

Sample programme for 3½ day course

	DAY 1	DAY 2	DAY 3	DAY 4
08:30 – 10:00	Registration, official opening, review agenda, list expectations, introduction of participants	Presentation: Introduction to Global Roadmap and 2016 goal, multi-dimensional and multi-partner responses	Presentation: Labour market issues: Informal economy, youth employment and global supply chains	Plenary discussion: Bringing it all together; Review of flipcharts on each policy area and core activities
10:00 – 10:30	Coffee/tea break	Coffee/tea break	Coffee/tea break	Coffee/tea break
10:30 – 12:00	Presentation: Overview of WFCL	Exercise 3: Brainstorm a national strategy to eliminate the WFCL by 2016	Exercise 9: Informal economy Exercise 10: Global supply chains Exercise 11: Youth employment	Plenary discussion (cont'd): Bringing it all together; Review the flipcharts on each policy area and core activities. Course evaluation Wrap-up and next steps
12:00 – 13:30	Lunch break	Lunch break	Lunch break	Lunch break
13:30 – 15:00	Presentation: WFCL in country context Exercise 1: WFCL in your country	Presentation: Law and policy Exercise 4: Gap assessment: What's missing? Exercise 5: Putting together a NAP Exercise 6: Determining the list of hazardous child labour	Exercise 12: Cross-cutting policy and thematic areas	
15:00 – 15:30	Coffee/tea break	Coffee/tea break	Coffee/tea break	
15:30 – 17:15	Presentation: Risk and vulnerability of WFCL Exercise 2: Mapping risk, vulnerability and vulnerable groups	Presentation: Core policy areas: education, social protection Exercise 7: Education Exercise 8: Social Protection	Presentation: Key considerations for a NAP	

Sample programme for 1½ day course

	DAY 1	DAY 2
08:30 – 10:00	Registration, official opening, review agenda, list expectations, introduction of participants	<p>Presentation: Considerations for a NAP</p> <p>Exercise 3: Brainstorm a national strategy to eliminate the WFCL by 2016</p> <p>Exercise 5: Putting together a NAP</p>
10:00 – 10:30	Coffee/tea break	Coffee/tea break
10:30 – 12:00	<p>Presentation: Overview of WFCL and WFCL in country context</p> <p>Exercise 1: WFCL in your country</p>	<p>Plenary discussion: Bringing it all together; Review of proposed policy interventions and core activities</p> <p>Wrap-up and next steps</p>
12:00 – 13:30	Lunch break	Lunch break
13:30 – 15:00	Presentation: Introduction to Global Roadmap and 2016 goal, multi-dimensional and multi-partner responses	
15:00 – 15:30	Coffee/tea break	
15:30 – 17:15	<p>Presentation: Law and policy</p> <p>Exercise 4: Gap assessment: What's missing?</p>	

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