



International  
Labour  
Organization

Towards the elimination of hazardous  
child labour...

**Practices with  
good potential**

International  
Programme on  
the Elimination  
of Child Labour  
(IPEC)



**Towards the elimination of hazardous  
child labour...**

# **Practices with good potential**

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## Introduction

With 115 million children still caught in hazardous child labour, the elimination of the worst forms of child labour (WFCL) by 2016 is more important than ever before. In 2006, the International Labour Conference,<sup>1</sup> concerned about the slow pace of eradicating child labour among its member States, set the 2016 target in order to focus attention on the worst forms, of which hazardous work is the largest part. In doing so, it urged the countries to adhere to the commitments they had made when ratifying ILO Convention No. 182 to address the worst forms of child labour as a matter of urgency.

In recognition of this urgency and of World Day Against Child Labour 2011, a meeting of implementing agencies was held in Washington DC on 2nd June entitled “Creating Safe Futures”. It was sponsored by the United States Department of Labor (USDOL) and the US National Institute for Occupational Safety and Health (NIOSH), in partnership with the International Labour Organization (ILO) and the World Health Organization (WHO) in order to emphasize the fact that hazardous child labour is of common concern to those in both the labour and health fields and that prevention, protection and rehabilitation of children engaged in hazardous work requires a joint effort.

This meeting was an opportunity for the agencies to share experience in addressing hazardous child labour, to consider new approaches, and to explore how to work together to expand global efforts to eliminate hazardous child labour. This compilation captures the ideas discussed in this meeting as well as additional “good practices” of others that are worthy of attention.

The interventions in the meeting showed that while the problem remains significant, progress is being made in pulling children out of hazardous work – work which is likely to harm their health, safety, or morals. Concentrated efforts over the last ten years are bearing fruit. Statistics indicate that the numbers of the younger children who are trapped in hazardous work are coming down, as well as of girls. These two groups have been the priority for action over the last several years and these statistics demonstrate that such focused efforts can have good results.

However, almost half (62 million) of the 115 million children in hazardous work are between 15 to 17 years old, and their numbers are increasing. They occupy a unique category, considered children by International Conventions and national laws yet old enough to enter the labour market. As these older children represent part of the target group of important youth employment initiatives throughout the world, the option for them is primarily to ensure that they have safe and decent work, coupled with additional educational opportunities as appropriate.

The 2011 report for World Day Against Child Labour this year, “Children in hazardous work: What we know, what we need to do”, was issued to raise visibility of the problem of hazardous child labour, particularly of this older age group. It describes the nature and scale of the

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<sup>1</sup> The International Labour Conference (ILC) is the annual meeting when tripartite delegations of the 183 member states come together to review and establish international standards dealing with the world of work.

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problem, presents the most recent data, and highlights the gaps which urgently need to be filled if we are to reach the goal of eradicating the worst forms by 2016. This compilation, “Practices with good potential”, is the companion piece to this report, focusing on ways of responding to the problem.

These responses show promise – either because they have a proven track record or because they approach the problem in a new way. None can be used in a cookie cutter fashion; they need to be considered with the local actors and target groups to see to what extent they can be adapted to the resources and challenges of the local situation. Sharing lessons learned and potential “good practices” is the first step in the process of developing evidence-based solutions.

This compilation is organized in the following way.

After a short review of key concepts and definitions, it takes several important themes, such as protection through workplace improvement, prevention through school-based preparation for work, rehabilitation through counselling, and monitoring through community vigilance, and describes “good practices” in each of these areas which show potential in reducing the numbers of children in hazardous work.

The main purpose of this compilation is to demonstrate that elimination of hazardous child labour is not a pipe dream. By building on approaches that have shown success, and by using them to spark the creation of new innovative strategies, it is possible to protect millions of additional children and adolescents from hazardous work.

The compilation is also meant to encourage those not yet active in the fight against this pernicious form of child labour to get involved by showing the different types of action – from the simple to the complex – that agencies and individuals can undertake and that will make a difference in the lives of young people whose lives are at risk from a myriad of occupational safety and health (OSH) hazards.



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## Some definitions

### › What is hazardous work?

The term “hazardous work”, in the context of this document and as it relates to child labour and youth employment projects, is defined by Article 3 (d) of ILO Convention No. 182 on the worst forms of child labour, which says that no child under the age 18 should be employed in: “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 concept of hazardous work is also included under ILO Convention No. 138 on minimum age for admission to employment. As of 2011, 174 countries out of 183 member states have ratified ILO Convention No. 182.

The ILO Recommendation No. 190 gives guidance on some of the occupational safety and health (OSH) factors to be considered in determining hazardous work for children and adolescents. These include:

- ▶ Work which exposes children to physical, emotional 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, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health.
- ▶ Work under particularly difficult conditions such as work for long hours or during the night or work which does not allow for the possibility of returning home each day.

### › What is a hazard? What is a risk?

A hazard is something with the potential to cause physical injury, illness, mental harm, or stunt physical, intellectual, or emotional development. A risk is the likelihood that this harm is actually going to happen. Why is it important to know about risks and hazards? Because projects need to prioritize (for example, in which types of work are children in the most danger) and to be sure that the service or support they provide is not putting the child into a worse situation than s/he was before.

### › What is a “good practice”?

The term “good practice” is often used in a technical way to mean that the approach has gone through a special process or meets certain criteria. Standard criteria on which to base a claim of “good practice” are that it:

1. uses an innovative or creative approach;
2. demonstrates effectiveness and impact;

- 
3. is replicable;
  4. is sustainable over the long-term;
  5. is relevant;
  6. is responsive to community needs;
  7. adheres to standards of ethical conduct; and
  8. can be implemented efficiently.

However, not all “good practices” need to fit these criteria in order to serve as useful examples. Other types of information, such as what does not work, can be just as useful, depending on the level of confidence required.

This compilation includes examples that reflect a wider sense of the term “good practice”. As illustrated by some of the examples provided, a “good practice” can also be seen as including practices that “work in some way in combating child labour, whether fully or in part, and that may have implications for practice at any level elsewhere.”<sup>2</sup> Under this definition, a “good practice”:

- ▶ can represent *any* type of practice, small or large, at any level of intervention, from broad policies to direct interventions at community level;
- ▶ need not represent a whole project or programme. Even if a project overall has not been successful, there may still be “good practices” within it;
- ▶ might become evident when making comparisons between different settings;
- ▶ has actually been tried and shown to work, as distinct from what may be a good idea but that has not been tested. It could, however, represent work in progress, representing preliminary or intermediate findings.

The overriding criteria should be the potential usefulness of a “good practice” to others in stimulating new ideas or providing guidance on how one can be more effective in some aspect related to child labour.

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<sup>2</sup> IPEC: Guidelines on Good Practices; Identification, Review, Structuring, Dissemination and Application (TBP MAP Paper IV-14). (Geneva, ILO, 2003). Available at: [www.ilo.org/ipecinfor/product/viewProduct.do?productId=3042](http://www.ilo.org/ipecinfor/product/viewProduct.do?productId=3042).

## PART I

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### *Preventing hazardous child labour*

Stopping the problem before it starts is by far the most cost-effective way to address hazardous child labour. Nevertheless, prevention takes time and projects which are operating on three-year time frames sometimes don't consider that there might be something they could do in the way of prevention.

The following ideas might be helpful in showing how even smaller efforts can contribute to the larger outcome of preventing hazardous child labour altogether. There are several areas to consider:

- ▶ prevention through changing public opinion toward child labour;
- ▶ prevention by sensitizing children who are still at school;
- ▶ prevention through improving livelihoods of families in financial stress.

Another aspect that is receiving increasing attention is the link between social exclusion, employment of youth in hazardous work, and youth unemployment. To prevent disadvantaged children from falling into these dead-end situations, governments and social partners have been developing policies and work opportunities aimed at increasing marginalized young people's employability and entry into the labour markets at the legal age. However, some groups of young people are particularly disadvantaged: those with low levels of qualifications and educational achievement, those with health problems or disabilities, and those from minority ethnic groups as well as young migrant workers. It is important not to forget those outside the mainstream when designing programmes.



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# Changing attitudes through advocacy

# 1

Many people don't realize how dangerous work can sometimes be for children, or that it can have lifelong effects on their future health and ability to earn a living. The importance of advocacy to establish a public consensus against hazardous work cannot be underestimated. Attitudes that assume child labour is inevitable and essential need to change. No child should have to do hazardous work.

Advocacy is a powerful tool that helps parents justify keeping their children in school and out of work. It can give policy-makers the ammunition they need to establish laws against hazardous child labour and to allocate scarce resources to ensuring their protection. Some common advocacy partners are (but not limited to):

- ▶ children e.g. scouts, youth clubs;
- ▶ mothers' groups and child-oriented civil society groups;
- ▶ teachers and parent-teacher associations;
- ▶ trade unions and industry associations;
- ▶ media.

What makes many of these partners effective in promoting new attitudes is that they are able to link the issue to community needs and priorities and involve the different target groups early in the process. There are many creative methods that can be used to ensure the participation of these groups.

In the following examples, watch how "champions" are being used. These are people who are concerned about the issue and who believe in the proposed solution. They are not necessarily the more educated or the most powerful. Nevertheless, they are the jewels of any project because they are the ones who advocate for change in ways and at times that are independent of any outside-initiated effort.

## › Using the SCREAM model to mobilize youth as advocates of change (Uganda)

The IPEC "Supporting Children's Rights through Education, the Arts and the Media" (SCREAM) programme helps child labourers make themselves visible to society so that people can no longer remain indifferent to their plight. It gives them a voice. Hazardous child labour are often not seen, not heard. They are intimidated by their circumstances and afraid to speak out about their suffering or to ask for help for fear of retaliation. Many work behind closed doors as maids or in sweatshops. The casual passer-by has no idea that there are children working there who are in physical, emotional, or moral danger.

Through the SCREAM programme's child-to-child approach, child leaders learn about issues in the world in which they live, such as child labour. Once sensitized, they begin to watch for

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examples of this injustice and reach out to children caught in hazardous work.

SCREAM also works against hazardous child labour by encouraging young people to use drama, wall paintings, blogs and posters to bring this issue to the attention of adult society.

Through these two techniques – peer-to-peer support and communicating through art – SCREAM has been able to capture the attention and imagination of schools and youth clubs around the world. Started in 2002, it is being used in over 65 countries.<sup>3</sup>

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In Uganda, SCREAM has been used to reach vulnerable children, such as those who have been working in the gravel pits and stone quarries at the edge of town, and to empower them to seek change in their lives. The children created murals in strategic places such as on the walls of the District Government Office, of the primary schools and of a vocational training institution. These lively drawings depicted different types of hazardous work so that adults had no excuse to not know. These murals challenged society to stop making children do hazardous work and to send them back to school. What is interesting is that creating the murals had a spin-off effect; it created an alliance among the youth organizations and the district authorities and communities. In this way, one simple but fun activity established a basis for future work to get children out of hazardous child labour and into school.

Through art, children are able to give expression to the real challenges they face and to encourage – even pressure – the responsible stakeholders to act. SCREAM demonstrates that every child can contribute to social change if provided with appropriate encouragement, appreciation, knowledge, and tools.

### › “Academies” on young worker safety (United States)

Youth can play a dynamic role in advocating for safe jobs and in educating their peers and others in their communities. An idea which is taking off is that of holding a regional gathering of young people, called an “academy”. Academies give youth an intensive training on a particular topic such as workplace health, safety and rights. In an academy, youth not only learn, but also develop strategies and plans for action that they can use when they return to their own communities to help ensure that young people do not get hurt on the job. Here is an example from the United States (California), which was a joint effort of academia and government.<sup>4</sup>

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Teams of youth from throughout the state of California have been coming together twice a year for the 3 day long “Young Worker Leadership Academy” (YWLA) since 2005. In total, the “Labor Occupational Health” programmes at University of California (Berkeley) and University of California (Los Angeles), have implemented 12 academies with a total of 268 youth. In addition, 51 YWLA graduates have returned to serve as “youth mentors”, helping to lead activities at the academies. What is especially gratifying is that virtually all (94%) of the YWLA teams successfully conducted activities to promote young worker health and safety in their communities after the academy. Some examples of what was done included:

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3 SCREAM is adaptable to any culture. The SCREAM Education Pack has been translated in 20 languages and it is available at: [www.ilo.org/ipcinfo/product/viewProduct.do?productId=1559](http://www.ilo.org/ipcinfo/product/viewProduct.do?productId=1559).

4 The Labor Occupational Health Program (LOHP) at UC Berkeley and UCLA (LOSH) with the support of National Institute of Occupational Safety and Health (NIOSH).

- ▶ conducting health and safety workshops in their schools and community centers;
- ▶ designing and distributing informational brochures to youth and employers;
- ▶ making videos;
- ▶ talking to employers about how to effectively train and supervise young workers; and
- ▶ advocating for new school policies to provide working teens with health and safety information through the work permit process.<sup>5</sup>

Through YWLA, thousands of youth (as well as others) have been reached. Especially important, they have been able to reach those most likely to have children in hazardous work: low-wage, Spanish-speaking and/or immigrant families and community members who may have known little about United States workplace laws.

A 64-page guide, “Teens Speak Out for Safety on the Job: Lessons Learned from the Young Worker Leadership Academy”, was produced to share the model in with others.<sup>6</sup>

### **Case study: Real-life examples**

Gil attended the Young Worker Leadership Academy (YWLA) in Southern California, with a group of students from his school. After the Academy, he ended up getting a job at a local movie theatre. He became concerned about the strong cleaning agents that he and his co-workers had to use to clean the bathroom. He had learned at the YWLA that they were supposed to be trained about these chemicals. He decided to talk to his supervisor about it. When they looked together at the chemicals listed on the label, the supervisor decided they should find something less toxic to use in cleaning. She was so impressed by Gil’s initiative that she hired him as a manager.

## **> Using mainstream media to advocate for the rights of vulnerable youth (Cambodia)**

Many countries have difficulty in reducing their own levels of hazardous child labour because children are trafficked into the country to work. One approach is classroom awareness-raising programmes to provide youth with information and warnings about human trafficking and hazardous child labour. However, considering the numbers of young people who drop out of secondary school and at-risk youth who are too old for school, this approach misses a huge segment of the vulnerable population. Even awareness-raising in village meetings has its limitations because messages may not be passed along. So how can warnings and information assistance be reliably delivered to large numbers of young people in a developing country? Here is an example from Cambodia that has been successful in reaching millions.

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Taking into account that over 50% of the rural population in Cambodia owns a TV and 85% of the total population has access to one, the IPEC “Mekong Sub-regional project to combat trafficking in children and women”<sup>7</sup> decided that mass media would be an effective way to reach the target group. After reading about the success in weaving social messaging on the dangers of HIV infection into a popular and original Cambodian soap opera, the project approached

5 Work permits are required by law in most States for all young people below age 18. A child needs to show her/his employer that s/he has a work permit before s/he can be hired.

6 The guide and more information about the YWLAs are available at: [www.youngworkers.org](http://www.youngworkers.org).

7 This IPEC project in Cambodia aimed at sensitizing populations on child labour and trafficking.

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a team of producers to do a test pilot of a series to raise awareness about hazardous work as a result of trafficking.

The producers were keen to take on a new theme. For the pilot-test, real-life events were used to create stories which portrayed the link between migration, trickery and work exploitation. The episodes were followed up with audience surveys.

Based on that small but successful pilot, the team of producers agreed to develop a longer piece. Again, in close cooperation with the project staff, the producers created a detailed storyline about the relationship between a woman trafficker and street children whom she tries to recruit for the purposes of work and sexual exploitation in Cambodia. The first and second series were broadcast for free on two of Cambodia's national TV stations, shown at primetime and with repeats on both channels. Both series have been re-run by the two TV stations. Messages, largely in question form, were rolled across the bottom of the TV screen during the soap opera's broadcast and viewers could send text message responses from their mobile telephones.

The producers conducted audience research for their storylines and each episode was pre-tested to evaluate the impact of the messages and to determine if the viewers liked the "right" characters. These audience surveys were conducted in several ways: face-to-face interviews, questionnaires, telephone surveys, and by means of four "audience panels" who answered questions regarding selected episodes. The sampling frame for the surveys consisted of five provinces that had high levels of trafficking, and within this, were stratified to gain urban/rural and gender balance.

When the TV series showed good results, it was decided to reinforce the anti-trafficking, anti-child labour message through cinema. Sections of the soap opera were re-cut at a relatively low cost and some new characters and scenes were added to give the film a fresh look.

The new film, called "In the Dark", featured many of the same stars in the soap opera but added a new element – a young boy who was very nearly trafficked across the border to Thailand to work on a fishing boat. The same "evil" character – a woman trafficking agent who had escaped punishment in the TV soap opera – finally meets justice when she is arrested in the film. The choice of a young boy to play the character of a potential victim reinforced the fact that both boys and girls are at risk and trafficking can lead to not only sexual exploitation but also hazardous work.

"In the Dark" was re-released for television in early 2008 and a multimedia campaign was conducted, including TV and radio public service announcements with trafficking-awareness messages and 200 radio phone-in programmes on the leading FM radio station. The team of producers also developed a comic book that replayed the soap opera storyline and reiterated the key messages. It was distributed throughout the country, including to school libraries.

The second-season programme had a declared audience reach of more than 4 million households, and follow-up research found significant recall among viewers regarding both the characters and the trafficking messages. The feature film "In the Dark" reached some 4,471 viewers in the cinemas, 69% of them between the ages of 11 and 20.



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## Schools help to stop hazardous child labour before it starts

It doesn't make a lot of sense to wait until an adolescent is on the job before teaching her or him about occupational safety and health (OSH). It needs to be done well before, while the child is still in school.

The World Health Organization (WHO) underscored the importance of this approach in its Global Plan of Action on Workers' Health 2008-2017, stating that "aspects of workers' health should be taken into account in primary, secondary, and higher level education and vocational training." Most developed countries have already created educational programmes and curricula to reach adolescents through schools; some are stand-alone while others combine OSH, communication skills, and life-skills training into a general "preparation for work" curriculum. The fact that relatively few of the less developed countries have such educational programmes indicates a gap that projects might want to focus on. Following are a number of examples that show how this might be done.

### › Education policies that promote "health literacy" (Denmark, Sweden and the United States)<sup>8</sup>

In Danish schools, occupational safety and health (OSH) is a compulsory subject, and learning objectives on risk education and OSH are embedded in core curriculum subjects. Teaching OSH is a high priority and is mandatory for all school grades. Key messages are "responsibility" and that adolescents can make a positive contribution to their own health and safety. This is reinforced by providing information also to students' parents.

In Sweden, an innovative approach is the teaching of OSH to both children and staff in what they call a "whole school" approach. This may go a long way toward reducing the reluctance of teachers to undertaking a new subject area.

The European experience indicates that educational policy is important, but also crucial is the nature and quality of the teaching materials. To increase the chances of OSH being included in the curriculum and to attract adolescents' attention, the information needs to be in a form that is "inspiring, excellent and affordable". In light of recent research that shows young learners are more likely to apply information when they understand its relevance to their lives,<sup>9</sup> materials are being produced that are quite specific to the jobs the adolescents are currently doing or likely to undertake in future.

Games are popular as well, particularly those that present the student with dilemmas, and

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8 J. Joyce: Report of meeting of EuroSafe, the European Association for Injury Prevention and Safety Promotion (Budapest, EuroSafe, 2011).

9 L. Miller: Working together for youth employment. From education to the workplace: a global challenge (Brussels, EU-OSHA, 2011).

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exercises in which students propose practical solutions to real life problems.<sup>10</sup>

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While the United States currently has no nation-wide policy requiring OSH training for young people, a very interesting alternative is the “Young Worker Safety Resource Center” (YWSRC),<sup>11</sup> which assists the states in institutionalizing health and safety training in their school-based work experience programmes. This training is very practical. It shows how to identify hazards and control them, explains what to do in an emergency, and helps young people understand workplace rights and responsibilities so that they are more able to speak up or take action if there is a problem. The curriculum also includes activities specifically designed for youth with learning and cognitive disabilities.

Over the past 10 years, the YWSRC has partnered with over 70 different agencies and organizations in 20 states to provide training to teachers and youth employment trainers, reaching over 4,200 educators, who in turn have reached tens of thousands of youth. The programme evaluation showed that students had increased ability to identify hazards and to discuss job safety problems and possible solutions with their employers, and reported that they were doing things more safely as a result, such as lifting heavy objects.

### › Demand from the private sector for occupational safety and health (OSH) education (Egypt)

To determine the demand for OSH preparation in Egypt, a questionnaire was administered to 83 managers from 64 large Egyptian companies.<sup>12</sup> They were overwhelmingly in agreement with the following statements:

- ▶ Your company would benefit directly if the new workers it hires already had a basic understanding of OSH concepts.
- ▶ Teaching children and youth in Egypt basic concepts of OSH before they get jobs would be good for long-term business competitiveness in the country.

The survey suggests that there is demand from the private sector in countries where hazardous child labour is rife. Employers do see the need for children to receive safety training and recognize the need to reach future workers before they begin their careers. This type of education would also likely have immediate and future benefits to adolescents who work or run their own enterprises in the informal economy.

### › A generic curriculum with adaptations (United States)

Many countries and even school districts are developing their own OSH curricula, but production in this way can be quite costly in time and money. To facilitate OSH teaching in the United States school systems, government and academics teamed up to produce “Youth @ Work: Talking Safety”.<sup>13</sup> Aimed at giving secondary school children the basics of job safety

10 S. Copsey: Working together for youth employment. From education to the workplace: a global challenge (Brussels, EU-OSHA, 2011).

11 A collaborative project of the Labor Occupational Health Program (LOHP) of the University of California, Berkeley, and the Education Development Center, Inc. (EDC) in Massachusetts.

12 ASSE-Egypt: Occupational safety and health - Education survey (Cairo, ASSE-Egypt, 2000).

13 Created by the US Center for Disease Control and the National Institute for Occupational Safety and Health (NIOSH). The curriculum is available at: [www.cdc.gov/niosh/talkingsafety](http://www.cdc.gov/niosh/talkingsafety).

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and health before they get jobs, it covers information relevant to any occupation. Activities highlight hazards and prevention strategies from a wide variety of workplaces where adolescents are often employed. The course is not limited to school use but is relevant also for vocational training programmes and youth centres.

What makes this generic curriculum a particularly “good practice” is that, once it was fully developed, adaptations were produced for each of the 50 states in the United States.<sup>14</sup> Following are examples of how it has been adapted for other uses.

### ***Example 1: Adaptation for Egypt***

The US National Institute for Occupational Safety and Health (NIOSH) translated selected sections and games from the “Youth @ Work: Talking Safety” programme into Arabic and then organized a series of one-day workshops to pilot-test the curriculum with different target groups (teachers, youth leaders, librarians, working and non-working youth, local government leaders). In these workshops, the participants went through the exercises as if they were students and at the end there was a structured discussion on the appropriateness of the materials for Egypt, how they could be improved, and what additional content was needed. This, in itself, is a “good practice” because the workshop participants had good suggestions on how to adapt the materials: “add a local Egyptian game to deliver key messages”, “add a module on road and fire safety”, and so on.

Following this, NIOSH assembled a committee composed of representatives from several large companies, the ILO and the United Nations Children’s Fund (UNICEF), government-sponsored youth projects, and NGOs to brainstorm how to make OSH part of the youth culture in Egypt. The discussions ranged widely: how this tool could contribute to youth employment, how it could help promote business development, and how to make a better fit between what is taught in school and what industry needs in terms of OSH skills.

An important lesson was learned from this experience: that many of the “Youth @ Work: Talking Safety” modules and activities, even though developed in one country, could be adapted with relatively minor editing for a different context. In other words, many of the basic OSH concepts that the programme teaches are universal. This suggests that a generic OSH curriculum could be developed for international use, from which locally adapted versions could be created, tested, and further refined to meet local needs and circumstances.

### ***Example 2: Adaptation for people with disabilities***

Many organizations now promote the hiring of people with disabilities in order to increase their opportunities to work in meaningful, quality jobs, for decent wages. It is worrisome, however, that youth with developmental disabilities tend to have a higher than average risk of being injured on the job. This may be due to the hazardous nature of the work they typically perform but may also be due to not being properly trained on OSH or in a manner appropriate for their learning needs.

The Labor Occupational Health Program (LOHP) of the University of California (Berkeley), adapted the “Staying Safe at Work”<sup>15</sup> curriculum and the accompanying training of trainers

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<sup>14</sup> The curriculum is available at: [www.cdc.gov/niosh/talkingsafety](http://www.cdc.gov/niosh/talkingsafety).

<sup>15</sup> NIOSH and LOHP: Staying Safe at Work - Teaching workers with disabilities about health & safety on the job. University of California, Berkeley, 2009.

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### **Case study: Classroom perspectives**

Teacher perspective: *“The students were excited by the curriculum. It was important for them to learn that there are agencies that are there to help them. They didn’t know that before. They knew some about the hazards, but had a very small amount of information.”*

*“The curriculum was well laid out and easy to follow. There wasn’t a lot of prep work. We were very, very happy with the way it went.”*

Student perspective: *“My father thought that if you said anything you would get fired. Because of the classes I spoke to my dad. My dad spoke to the foreman and they improved the bathrooms.”*

*“I used to get on the tractors for fun, but I don’t anymore, because it’s dangerous.”*

programme for those with cognitive or physical impairments, adding more visuals, more explanation, and additional hands-on, interactive and fun exercises. The idea was to produce a tool for employment agencies, job development programmes, employers, and high school transition programmes that they could use to teach job safety knowledge and skills to individuals with developmental disabilities.

### **Example 3. Adaptation for farm workers**

If hired farm labourers are immigrants to the area where they work, they may not understand the language of their new work area. In other circumstances, agricultural work is primarily done by family members. These family farms may be spread over a wide area and distant from any population centres. In both cases, young people working in agriculture are hard to reach. Although they may receive training on the task at hand from the employer, supervisor, or parent, they often do not receive adequate orientation on health and safety. In this example, the LOHP implemented the “Staying Safe at Work” curriculum in language classes.

To reach Spanish-speaking farm workers, LOHP developed a 9-lesson curriculum that builds English language skills while providing information on farm health and safety and workplace rights and resources. The programme emphasizes interactive activities such as role plays, games, and interviews in order to develop students’ language and critical thinking skills so they can do problem-solving in the workplace.

Since the release of the curriculum, educational policies have shifted in California, giving less autonomy to teachers to select their own curriculum. It has been critical to demonstrate to teachers that the curriculum helps them meet English language development standards. In addition, educators in migrant education programmes, who are not constrained by these standards, have been eager to use the materials, but would like to have some of the information in Spanish as well.

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### ➤ Using the Internet to reduce workplace risks for youth (Canada)

As in other parts of the world, young workers in Canada are more likely than adults to be injured on the job. They work only 10% of the hours of all workers, but their injury rate is 16%.<sup>16</sup> Each year, over 48,000 young workers are injured seriously enough to require time off work.<sup>17</sup>

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To address this high level of injuries and illnesses, the Canadian Centre for Occupational Health and Safety (CCOHS) developed a learning curriculum, “Health and Safety Teaching Tools”<sup>18</sup> in order to help reduce the number of young workers who are critically injured or killed every year on the job. CCOHS created a curriculum for secondary school teachers, which is available in either PDF or hard copy binder editions. It contains more than 200 pages of safety information, tips, classroom activities, handouts, and quizzes and contains five chapters on how integrating workplace health and safety education into the classroom has helped in the prevention of accidents and injuries.

### ➤ Schools monitor work permit readiness (United States)

In most industrialized countries, an employment permit must be obtained by minors and non-citizens who are applying for work. The age, restrictions, and requirements vary, but in general, youth are restricted in the number of hours each day or week they are permitted to work, as well as in the types of jobs they may hold. Permits for youth are usually issued by the school the young person attends. The following example from the state of Oklahoma shows how the labour department took advantage of this to improve their OSH training using the schools.

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First, a team at the Oklahoma Department of Labor received input from agency employees, teachers, students, and other state labour departments about the knowledge gaps of young people about OSH. Then using both qualitative and quantitative measurement tools, the team carefully designed a lesson plan and game called “Paying Attention Pays”, that would allow students to internalize what they learn from the programme about workplace rights and job safety. This evaluation process led to the creation of a youth employment game. The game highlights the child labour laws in an easy-to-understand and fun format, and encourages group discussion and friendly competition so that students can process the material and apply it in their work experience. While the game is played, students learn and have fun at the same time, their attention span improves, and information is retained. A summary sheet is given at the end of the programme so that participants have a resource guide for future reference.

As a result of the two agencies – Education and Labor Departments – working together, “Paying Attention Pays” became a staple programme available to all Oklahoma schools. More than 25,000 students have now played the safety game and more than 50 schools have made the “Paying Attention Pays” lessons a part of their academic curriculum.

To protect children above the minimum age for admission to employment from hazardous exposures takes creative initiatives that extend beyond the workplace. The process works when everyone understands adolescents workplace rights and safety responsibilities.

<sup>16</sup> CCOHS: The truth hurts (Ontario, CCOHS and Institut de Recherche Robert-Sauvé, 2008).

<sup>17</sup> Association of Workers Compensation Boards of Canada (AWCBC): Canada’s Seriously & Fatally Injured Young Workers (Ontario, AWCBC, 2000).

<sup>18</sup> For more information on the educational initiatives of CCOHS, visit [www.ccohs.ca/youngworkers](http://www.ccohs.ca/youngworkers).



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## Improving livelihoods of vulnerable households

A fundamental cause of children being sent to work in hazardous jobs is to make a contribution to family or school expenses, or in the case of an independent or self-employed child, their own subsistence. Finances are seldom the only cause, but they almost always figure somewhere in the picture. So, to discuss prevention without looking at “good practices” in reducing family livelihood vulnerability would be to look at only a part of the problem. Here are some innovative approaches to consider.

### › Self-help savings groups as a way to improve livelihoods (Kenya)

In specific communities throughout Kenya, it was found that children entering their teen years were at great risk of their leaving school and becoming involved in various kinds of hazardous work such as herding cattle, domestic service and street work.

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Under the IPEC time-bound programme “Supporting the national plan of action for the elimination of the worst forms of child labour in Kenya”,<sup>19</sup> vulnerable families assessed their needs and discussed what opportunities there might be. They decided that “self help groups” would be the best approach. For this reason, the project provided training on how to manage the groups and the basics on conducting income generating activities, as well as technical training on improved agricultural methods, new crops of high nutritional value (e.g. amaranth), and small livestock-raising (e.g. goats, chickens, bees).

The principle behind self-help savings groups is that the 15-20 members of each group are encouraged to save small amounts of money every week and with their savings to build up a revolving fund. Once the fund has enough money, members may start to borrow and then repay the money at very low interest rates. Members of the group act as loan guarantors to one another so as to reduce the rate of defaulting.

The self-help savings groups of this project proved to be very successful. After one year, some groups had savings up to 50,000 Kenyan Shilling (USD 800). The total savings mobilized from some 25 groups in one of the project districts in one year amounted to over 500,000 Kenyan Shilling (USD 8,000).

With the money borrowed from the revolving fund, parents had started small businesses such as buying and selling of cereals, charcoal, and other products. But what is particularly noteworthy is that extra income was not the only benefit; a substantial change in attitude of the families was observed. The experience began to inculcate in the families a “culture of savings” as well as

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<sup>19</sup> An IPEC project designed specifically to remove children involved in hazardous work, focused on the economic empowerment of families and provision of safety nets for the community.

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change in self-concept. Instead of seeing themselves as just poor – a helpless, disempowered feeling – they now see themselves as being able to save, borrow and pay back, and thus, have an increased level of confidence.

In addition, the project found that agencies in the area have taken up this idea of the local safety net (i.e. the self help groups) and are reporting great success. The self-help groups continue to mobilise additional resources through saving and borrowing, and they are taking up other issues that affect them such creating awareness about HIV/AIDS, nutrition, education and even political education.

The result in terms of preventing children from going into hazardous child labour was substantial. The families were able to provide support so their children could go to or remain in school or other training institutions such as youth polytechnics, as well as have a better diet.

### › Comprehensive community-based programmes for sustainable livelihoods (Colombia)

Small-scale mining is an extremely hazardous sector for children and young workers. However, in many nations, mining is a traditional form of work and continues to be socially acceptable for children. Youth who are working in the mines are often described as “helping out” and “learning.” The value of education is low in these communities as mining is believed to be the only worthwhile and profitable skill. Small-scale mining also generally takes place in remote, isolated areas where the presence of the State is negligible and few livelihood opportunities exist. The following example from Colombia is important because the designers were convinced that just one intervention would be useless and only a structural, comprehensive approach would effect the changes required to end this heinous practice.

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The IPEC project “Prevention and elimination of child labour in small-scale mining in Colombia”<sup>20</sup> first collected qualitative and quantitative data in the region to get an idea of the scope and nature of the problem. Based on this, the project team selected the emerald mining district of Muzo, the salt mining district of Nemocón, and the limestone, coal, and marble mining district of Sogamoso. The strategy called for working in an integrated fashion with stakeholders at national, municipal, and community levels and used a strategy with three elements, each of which was critical to bringing about change in these unique communities:

**1. Awareness-raising and strengthening of institutions and communities.** One reason that hazardous child labour in small-scale mining remains invisible is because there is little consultation among institutions when policies are being designed. Therefore, a goal of the project was to involve the relevant institutions at all levels in order to raise the awareness of the officials, and strengthen their capacity to work in a coordinated fashion.

**2. Restitution of the fundamental rights of children to decent education, health, protection, and social and creative development.** This project initiated a number of activities at the community and municipal levels in order to restore those rights.

- ▶ **Education:** Facilitated access to schools, organized catch-up learning programmes, and raised the awareness of teachers about hazardous work in mining.

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<sup>20</sup> An IPEC project designed to develop models of intervention in the Municipalities of Muzo, Memocón and Sogamoso for eliminating hazardous child labour.



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- ▶ **Health:** Improved access to local health centres and trained staff to identify and treat occupational injuries and illnesses. Health teams (*Brigadas de salud*) were created in the mining areas to diagnose and treat occupational injuries and illnesses. These local teams served as an essential link between the mining community and the health sector, thereby working to improve the overall health status of the children and families.
  - ▶ **Labour and economic exploitation:** Developed local mechanisms for child protection and trained parents and community leaders to work as “agents for protection” for children’s rights. Legal and psychological assistance was also offered to the children and their families.
  - ▶ **Creative use of free time:** Reduced the temptation to work by creating spaces for play, cultural activities and sports outside of the normal school day.

**3. Improvement of family income through alternative livelihood opportunities.** It was clear that the successful and sustainable removal of children from this hazardous sector depended on alternative income opportunities for the families. The response had two parts: in the first, vocational and entrepreneurial trainings were held for adults and children above the minimum age for admission to employment in accordance with their needs and interests; in the second, parents were assisted in organizing economic production units in alternative and viable sectors in the immediate area.

From the outset, the project focused on attacking the structural causes of the problem, and understanding and addressing the cultural and socioeconomic factors which motivate families to send their children to the mines. At the local level, activities were planned in a participative way so as to create a sense of ownership and joint responsibility for halting hazardous work in mining among municipal institutions, parents, children and youth. In this way, the activities did not conflict with traditional beliefs and practices, but instead enlightened communities about the real hazards present in the mining sector. The fact that youth were actively involved was important because they often had a higher educational level than their parents and were more open to change and new ideas.

Another action that proved crucial was the research that was conducted in the pre-implementation stage of this project. It is essential to understand a hazardous work situation before developing an action plan to combat it. A solid research base therefore made it possible to respond with precision to the questions of “how” and “why”, which in turn made it easier to design and develop the right programme strategies.

Most importantly, these action programmes highlighted the need to find alternative income opportunities for families who commonly depend on their children for economic support. In remote, isolated communities where mining represents the sole source of livelihood, it is essential that programmes aiming to eliminate hazardous child labour focus on this issue. Development of alternative sources of income must be done from the perspective of real possibilities in the community. They must take into account the interest and cultural patterns of the community, and not create unrealistic expectations. Also, it is a better solution to strengthen and improve the sustainability of productive units already in existence, rather than creating new units which might be unsustainable in the long term.



## PART II

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### *Protecting youth in the workplace*

While the previous section focused on sensitizing children and the community before the child begins to work, this section focuses on the child who is now in the workplace. According to the ILO Convention No. 138 on minimum age, this is necessarily an older child, one who is above the minimum age for admission to employment or work according to national law and who can legally work if the work is safe enough. Usually this is a children between 14 to 18 years old. Protection, therefore, is appropriate only for children above the minimum legal age for admission to employment.

In the workplace, it is the employer who is responsible for the protection of the young worker. However, workers' representatives and organizations play an important and complementary role by identifying worrisome situations wherein a young person might be likely to get hurt, supporting young workers in discussing their concerns with employers, and providing them with information and training. Labour inspectors are crucial players as well in protecting young workers.

Protection involves strengthening workplace safety and health for all workers, but with specific safeguards for children between the minimum age for admission to employment and 18.



## Workplace protection mechanisms

Project managers often find themselves in the following situation. They are called upon to provide vocational training for child workers above the minimum age but since there may be few formal training institutes, they choose to offer, instead, on-the-job training. How can the working conditions in these workplaces be improved so they are safe to use for training and can serve as good models?

Or, in the case of a youth employment project, where the aim is to support a young persons' preparation for the world of work by providing labour market information, career guidance and employment services, the project manager needs to be assured that the workplaces where they will be hired are not hazardous to their health, safety, or morals.

If a project places a child of less than 18 years into a hazardous work situation it just creates another “worst form of child labour.” These older children are important from both child labour and youth employment perspectives because countries have laws and policies specifically designed to protect them from being engaged in hazardous work.

Millions of youth in this age group are employed worldwide and like adults, they face occupational safety and health (OSH) hazards on the job. Lack of experience and inadequate safety and health training and supervision, while not unique to youth, contributes to safety and health risks. Developmental factors, both physical and psychosocial, also play a role because young workers are typically smaller than adults and do not always perceive danger correctly. Adolescents can have increased or different susceptibilities to chemical exposures as well.

When adolescents do work, there are many activities or situations that are not appropriate for them, such as working at heights where falls could occur, excessive manual lifting, operating power equipment or heavy machinery, working long hours, or mixing and using hazardous chemicals. However, there are many other jobs that are not inappropriate for adolescents and which promote decent work for youth.

### › Hazard mapping techniques to reduce occupational risks (International)

Hazard mapping has been used by OSH professionals throughout the world. It is simple to conduct and commonly well received. Below is an overview of the steps involved.<sup>21</sup> The process usually takes about 30 minutes.

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1. Participants will work in small groups, typically 3 or 4 people each. Each group should be provided with a large sheet of flipchart paper and five markers of different colours.
2. Each group should choose (or it can be assigned) a type of workplace where young

<sup>21</sup> Developed by the National Institute for Occupational Safety and Health (NIOSH) as part of the “Youth@Work: Talking Safety” curriculum, it is available at: [www.cdc.gov/NIOSH/talkingsafety](http://www.cdc.gov/NIOSH/talkingsafety).

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workers often work (e.g. factory, repair shop, field or orchard, residence).

3. Participants should draw a simple floor plan or map of the workplace on flipchart paper, using a black marker. If the workplace is inside, the plan should show work areas, furniture, equipment, doors, stairs, and windows. If it is outside (e.g. a mine), show key features of the area such as water source, storage sheds, equipment, homes.
4. Next, each group should mark the location of various hazards on their plans using the coloured markers.
5. Extra steps the groups can choose to do:
  - ◆ Categorize the hazards, marking each category with a different colour. The categories are:
    - a. safety hazards (e.g. fire, falling);
    - b. chemical hazards (e.g. toxic fumes, liquids);
    - c. biological hazards (e.g. animals, plants);
    - d. psychological or social hazards (e.g. a bar in the vicinity).
  - ◆ Highlight or circle any hazard which is especially dangerous for young people.
  - ◆ Identify if there is any hazard which should make this work “off limits” for those under 18.
  - ◆ Discuss which hazards might be eliminated and how the risks can be reduced.

### ➤ **Developing guidelines for safe and age-appropriate tasks for working youth (United States)**

Working on family farms can provide meaningful work experience for youth if proper OSH guidelines are implemented and appropriately followed. However, because children and youth have unique characteristics at every age and development level, it may be difficult to know which agricultural tasks are appropriate and safe for an individual young worker.

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To assist parents and employers in knowing which jobs were safe and suitable for youth working on family farms or in agricultural operations, the Marshfield Clinic Research Foundation developed a resource known as “The North American Guidelines for Children’s Agricultural Tasks” (NAGCAT). In this resource, guidelines are provided for hundreds of different types of agricultural tasks in the United States. The guidelines are based on an understanding of childhood growth and development, agricultural practices, principles of childhood injury, and agricultural and occupational safety. This collection can help answer questions that parents and employers often have regarding the role of youth in agricultural work. For example:

- ▶ “At what age are my children or young workers ready to participate in different types of farm work?”
- ▶ “What factors should influence my decision to assign an agricultural job to my child or young worker?”

NAGCAT can also assist professionals who interact with farm parents to guide their questions and practices regarding working children:

- ▶ “How do we counsel parents about protecting children from injury and disease

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associated with agricultural work?”

- ▶ “What do I need to know to influence parents’ decisions about assigning agricultural work to their children?”

This programme has produced various outreach materials to assist parents and employers in implementing the guidelines. It has also created a series of informative posters, safety and job hazard check lists, and fact sheets that can be downloaded and printed free of charge from the NAGCAT website. A Professional Resource Manual (PRM) has been developed as a companion to the guidelines and is intended for safety professionals, extension educators, healthcare professionals and other professionals engaged in agricultural injury prevention research, education, health promotion and training to farm parents of children working in production agriculture. The PRM distinguishes the developmental requirements necessary for a child to safely complete an agricultural job. It also includes information on agricultural hazards, supervision, and parental responsibilities to create safe working environments for working children.

Because every child’s growth and development is different, the recommendations of the NAGCAT programme are not based on age. By using these guidelines, resources, and the PRM, parents and employers can match up a particular child with the requirements of different farm chores. The intention is that with the guidance of NAGCAT, children and adolescents can gain meaningful work experience with less risk of occupational injury or illness.

### › Using micro-finance institutions to promote safe work for youth (Egypt)<sup>22</sup>

Loans to start or improve a business can actually contribute to hazardous child labour. Powered machinery may replace hand-operated equipment. More family members, including children, may be required to work in order to meet the re-payment deadlines. Therefore, it pays to be vigilant when undertaking a project that has a loan component.

On the other hand, those who lend money – be they microfinance loan officers in a local bank or a storefront operation or a savings circle – are often able to reach those in the informal economy in ways that researchers, social partners and labour inspectors cannot. While they cannot always strictly control how the supplemental loan is spent, if the borrower is non-compliant it is less likely that s/he will secure subsequent loans. Loan officers often visit the enterprises to which they provide funds to assess progress and individual lenders have many ways of monitoring borrowers. The following “good practice” highlights a way to protect against abusive child labour situations.

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In Egypt, micro and small enterprise sectors are growing rapidly. Micro-finance institutions (MFIs), which have long had access to these businesses, can have significant success in improving the working conditions and learning opportunities of working children who are engaged in these enterprises.

The “Promoting and Protecting the Interests of Children who Work” (PPIC-Work) programme, first started in Aswan and has since been adopted by MFIs throughout Egypt, improving the lives of large numbers of working youth. Through the MFIs’ lending process, enterprises

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<sup>22</sup> R. Carothers et al.: “Promoting occupational safety and health for working children through microfinance programming” in *International Journal of Occupational Environmental Health* (2010), Vol. 16, pp. 180–190.

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in the informal economy as well as others upgrade their business performance while being attentive to the types of work and working conditions of their most vulnerable workers. By developing interventions that support working children, the MFIs have been able to improve the social impact of their programmes while continuing to meet conventional microfinance best practice standards.

PPIC-Work implemented a three-pronged approach to financing:

- ▶ First, the programme trained loan officers in basic OSH so that they could identify obvious workplace hazards in places where children are working.
- ▶ Second, dual-purpose loans were created: the primary loan supports the main function of the enterprise; and an additional smaller loan is for remedying a hazard (subsequent loans address additional hazards, eliminating them one by one).
- ▶ Third, the programme helps the organization establish a code of conduct, which is posted on a wall at the workplace for both employer and workers to see. The code includes conditions that the youth themselves want to see implemented and maintained.

There are many positive aspects of this scheme. The code of conduct helps youth understand their rights, as well as the concept of rights. The financing helps reduce hazardous work situations and helps prepare youth of legal working age for the labour market responsibly and sustainably using a market-driven approach. Training manuals and programme development guides have been prepared for each intervention to allow other organizations to adopt and adapt the PPIC-Work experience.

### ***Case study: Rare but serious hazards – The laundry***

A laundry business uses machinery, strong chemicals and heavy loads that are dangerous for youth. In Egypt, a boy was killed while operating a washing machine – electrocuted due to faulty wiring. Though the accident had tragic results, it was a major factor in motivating the business owner to seek financial assistance for upgrading the equipment in the laundry.

PPIC-Work gave this laundry business a dual-purpose loan: to expand its business, and to improve working conditions. The first and smaller loan was used to address the most serious problem, which was the electrical wiring. Subsequent loans were used to buy equipment that was safer and more efficient. This laundry business is now safe and modern with new equipment and an expanded clientele. It is now able to respond to the needs of the tourism industry, which has been very profitable.

The owner has begun to accept that many accidents don't just "happen" but are preventable and that safety is an important part in building a business to be successful in the long-term. He now acts as a spokesperson for advocating safety in the workplace, training peers in his community.

### ***Case study: Engineering out the hazard – The restaurant***

A busy, crowded restaurant holds many potential hazards, particularly for younger workers. In one example, an adolescent boy worked as a waiter, bringing food from the kitchen to the customers, weaving his way through the tables with a heavy tray. The kitchen had open flames, sharp knives and cooking fuel, among other hazards.

After receiving a loan from PPIC-Work, the restaurant owner expanded his business into the neighbouring building. The kitchen is now enclosed and the boy picks up food from a window, rather than going into the kitchen. He never goes near the knives or flames. The problem has been engineered out.



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## ➤ Linking safe work for youth to productivity for employers (Egypt, Kyrgyzstan and the Philippines)

The Work Improvement for Small Enterprises (WISE) programme is an innovative training-based approach, developed by the ILO, which encourages entrepreneurs and workers to make simple, low-cost improvements in their working environment and in the way the work is carried out that results in noticeable improvements in both OSH as well as enterprise performance. It has been implemented in many countries throughout Africa, Asia and the Americas. The WISE training model emphasizes the involvement of both entrepreneurs and workers in generating ideas, prioritizing improvements and making changes in the workplace. A WISE training course, therefore, empowers both entrepreneurs and workers, boosting their ability and confidence to make changes that improve their safety and well-being. The programme's effectiveness in promoting change at the workplace is based on the following principles:

- ▶ build on local practices;
- ▶ include incentives and focus on achievements;
- ▶ link OSH with improvement in productivity and other management goals;
- ▶ learn by doing;
- ▶ encourage exchange of experience among workers and employers.

A WISE risk assessment starts with either eliminating the hazard or limiting the chance of being exposed to the hazard. It then finds local enterprises that are doing this in effective, low-cost ways. Finally, it uses these lessons learned and “good practices” as the basis for training others. A significant factor in getting trainees to accept change has been seeing that local enterprises are already benefiting from them.

The WISE model, first published in 1988, has been adapted for many different target groups: garment workers, farmers, micro enterprises, and trade unions, and there are more in development (e.g. for microfinance institutions). There is also a manual modelled after WISE, the “Working with youth: Tips for small business owners”<sup>23</sup> that is specifically designed for small-scale workshops who hire young workers. This manual is part of the IPEC’s “Keep them safe” packet for employers.

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To address hazardous child labour in small furniture-making workshops in Cairo, *Terre des Hommes*, a Swiss-based child rights international NGO, decided to adopt the WISE-inspired intervention. *Terre des Hommes* presented OSH information to the enterprise owners as a way to increase business profits and helped them identify improvements that they could make to their own workplaces. Many adult owners live with the scars of accidents from their own working youth days, and they were eager to improve conditions for their workers, who often were family members. The pilot phase was completed with 42 workshop owners participating. They all created action plans to improve the working conditions in their enterprises, demonstrating a significant “buy in” or acceptance within the local community – significant because the owners were financially committed to and thus vested in the idea. Overall, *Terre des Hommes* found that success has hinged on:

- ▶ presenting simple messages that make business sense;

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<sup>23</sup> IPEC: Working with youth: Tips for small business owners. Packet for employers “Keep them safe!”. (Geneva, ILO, 2008). Available at: [www.ilo.org/ipeginfo/product/viewProduct.do?productId=12352](http://www.ilo.org/ipeginfo/product/viewProduct.do?productId=12352).

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- ▶ allowing workshop owners to communicate among themselves and identify improvements (“good practices” that already exist in the community);
  - ▶ finding the best timing for training and follow-up activities;
  - ▶ presenting real-life case studies with local photos and examples;
  - ▶ supporting the desire for self-improvement by entrepreneurs.

This project has entered a replication phase with the aim of reaching 600 furniture-making enterprises. Trainers have been identified from the original group of shop owners who attended the pilot workshops and are disseminating success stories, both in order to communicate the OSH messages more strongly to a larger group and to encourage other shop owners to join future trainings. One of the incentives being used is to acknowledge the training participants in community events, celebrating their successes and inviting others to join. The OSH message is being reinforced through short interactive sessions targeted to young workers in the furniture-making workshops.

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The “Work Improvement in Neighbourhood Development” (WIND) programme is another WISE adaptation that focuses on agriculture and farming communities. The charm is in its low cost and its ability to penetrate poor and rural communities, where the literacy rate often is low.

WIND is being used by the ILO in Kyrgyzstan to promote safer practices for every aspect of agricultural life, for example animal care (minimizing kicks or identifying sick animals), safe pesticide storage and disposal, and basic worker health. It uses simplified diagrams of a safety practice that could be pinned to a wall. Manuals are targeted directly to the rural population, with a very practical approach, clear and simple language, what-to-do checklists, drawings with practical solutions, and pictures of best practices.

Although primarily aimed at all agricultural workers, WIND has clear, positive implications for eliminating hazardous child labour by, in part, delineating appropriate work and working conditions for children and for adults. The WIND methodology maximizes the use of existing mechanisms in rural areas, such as agricultural worker organizations or cooperatives, local health services, and local expertise. WIND also seeks equal involvement of village men and women in planning and implementing improvements, and the programme calls for close links with community development and empowerment movements for agricultural workers and farmers.

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In the Philippines, one of the most important economic sectors is agriculture, providing jobs for almost half of the labour force and supplying basic foods such as sugar, rice, fruit, corn and coconut. Farming in the Philippines usually involves not only the farmer but also his/her family members, including women and children. Children participate in many agricultural tasks and are exposed to workplace hazards on a daily basis.

An Occupational Safety and Health (OSH)-WIND programme was implemented to increase awareness of farm work safety in order to prevent accidents and illnesses caused by incorrect practices in the agricultural sector. The project sought to impart to farmers and their families a deeper understanding of the importance of improving their living and working conditions towards greater productivity at home and in the farm.

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In order to support these initiatives, a comprehensive manual for farmers and their families was developed. This manual outlined specific OSH-WIND concepts and principles and included a module on recognition of farming hazards; a module on ways to eliminate or manage risks including a special checklist; and a module on how to sustain a culture of health and safety to ensure long-term hazard reduction. This manual also included a module that specifically addresses children's health and safety concerns in agriculture with the aim of reducing hazards for children working on family farms.

The manual was aimed at the beneficiaries of the Philippines' agrarian reform programme, who cultivate traditional crops such as rice, corn and coconut. The manual is available in both Filipino and English and underwent a series of critical content reviews and validation.

In addition, regional and local field implementers of the manual were selected (known as OSH-WIND Champions) and were trained in order to build their capabilities as educators and programme implementers. The role of the OSH-WIND Champions was to facilitate broad support and lead in the installation of key OSH-WIND structures and mechanisms at the community level. The OSH-WIND Champions were also responsible for training project technicians, conducting training for local ARBs, and establishing an OSH-WIND "help desk" within the community.

### › Designing out hazardous child labour in glass bangle-making (Pakistan)

Glass bangles are popular fashion accessories in South Asia. Manufacturing is typically home-based, with the involvement of all members of a household including children. Hyderabad is the hub of the industry in southern Pakistan, where an estimated 10,000 children are engaged in hazardous work making glass bangles.<sup>24,25</sup> A study by the provincial OSH Institute<sup>26</sup> showed that workers, particularly young workers (most of whom are girls), suffered frequent burns, cuts and musculoskeletal problems. The child workers squat on the floor, place the bangles over a flame and as soon as the glass becomes soft, they press on the bangle to make it level. The awkward posture causes musculoskeletal problems, the open flame used to level the glass causes burns, and the placement of the completed bangles on the floor beside the children inevitably leads to glass splinters in their feet.

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The Centre for Improvement in Working Conditions & Environment (CIWCE) in Lahore, Pakistan was asked to find ways to improve OSH in this sector in order to minimize hazardous child labour. In response, CIWCE assessed which of the various tasks involved in making the bangles were hazardous.

Then, to encourage the employers to adopt OSH improvements, CIWCE designed a new work station which saves on fuel (thereby improving productivity), is adjusted to the height of a fully-grown worker (to address child labour) and changes the processing so as to reduce stab injuries

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24 ILO: Baseline survey of child labour in glass bangle industry in Hyderabad (Lahore, for ILO by Akida Management Consultants, 2009).

25 ILO: A rapid assessment of bonded labour in hazardous industries in Pakistan: Glass bangles making, tanneries and construction (Karachi, Collective for Social Science Research and ILO, 2004).

26 S. Awan: Occupational health and safety risk assessment of child labour in glass bangle industry in Hyderabad. (Lahore, Centre for the Improvement of Working Conditions & Environment Labour & Human Resource Department Government of the Punjab Lahore, Pakistan, 2003).

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due to broken glass (to address the safety and health of all workers).

The response to the interventions has been positive and encouraging. The Centre for Improvement in Working Conditions & Environment (CIWCE) is now working with local companies to manufacture the improved machines and work stations.

***Case study: Improving occupational safety and health (OSH)***

Mehreen is 16 years old. She works along with her mother and siblings at home. They have a glass levelling station where the entire family works for 10 to 15 hours a day. Mehreen and her family members suffered frequent burns, aches and pain due to the stressful and hazardous work of glass levelling. Her family was a recipient of the improved levelling work station designed by the Centre for Improvement in Working Conditions & Environment (CIWCE). Mehreen was given a proper work dress. She feels proud and safe when working at the new station, which has reduced the number of injuries and burns suffered by the family. The home looks very neat and clean as there are no glass shards on the floor as proper handling trays are used. The production cost has also gone down as the bill of gas used for burners has gone down. Now one burner is used by two persons. Mehreen and her mother do not feel the joint and back pain as they used to feel while working at the old work station.

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## Innovative protection initiatives of employers

Employer organizations have the power to directly influence the company leaders who affect the norms of behaviour within their industries and also leverage positive changes down into micro and small enterprises. It makes business sense to address hazardous work issues at many levels. This section of the report includes examples of employer-driven initiatives that are demonstrating positive impacts.

### › Employers guide employers: A manual for small firms (Chile)

“Growing up protected” is an employer-developed handbook designed for the managers and owners of small enterprises.<sup>27</sup> It seeks to promote compliance with labour laws with respect to adolescents, as well as to prevent their exposure to work accidents and occupational illnesses. The handbook was created by the *Asociación Chilena de Seguridad (ACHS)* (Chilean Safety Association), a private non-profit organization and a leader in the labour accident insurance industry. It represents more than 37,000 enterprises, approximately 2 million workers, and promotes initiatives associated with corporate social responsibility and the improvement of labour conditions.

What make this handbook particularly unique and compelling are the photos and testimonies of opinion leaders – from football stars to the President. Right away one has the sense that this little booklet has something important to say.

It also includes an action map (with two detachable posters) on the various aspects of work with youth, all laid out in an attractive format. The handbook presents its guidance in a positive way. It is easy to provide warnings on what not to do. Instead, the book shows fellow employers the advantages of providing close leadership, how to offer positive reinforcement, how to form effective business teams and so on. In this way, they come to understand the importance of paying special attention to youth, of information-sharing and of including adolescents when designing workplace policies.

Some of the things the handbook emphasizes that employers should do are:

- ▶ make sure that all adolescent workers have a labour contract in order to protect them in the case of an accident;
- ▶ inform each new worker about the job risks, on the ways to protect themselves and on their rights as workers;

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<sup>27</sup> The Employers' Activities Bureau (ACT/EMP) of the ILO Office in Chile signed a Letter of Intent with the Chilean Safety Association to collaborate on the prevention and elimination of hazardous child labour and the promotion of safe working conditions for adolescents aged 15-17 years. This supported the development and dissemination of the handbook.

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- ▶ give them equipment and verify that it is appropriate for their size and job;
  - ▶ clearly identify the areas where they should not work or the machines they should not operate;
  - ▶ confirm that the work team and supervisors are aware of the type of work and maximum work hours permitted for adolescent workers.

This programme of employers reaching out to employers is successful and growing. It obviously addresses a need that had been left unfulfilled. The handbook is being translated into English from the original Spanish version. Training workshops (both for internal and external audiences) are being planned and even a region-wide initiative is under discussion. Work has also begun with the enterprises of the Global Compact (April 2011), which could expand its reach even further.

### ➤ **Employers tackle the fishing and seafood industry (Thailand)**

A series of assessments on the worst forms of child labour in 2005<sup>28</sup> documented that workplace injuries were distressingly commonplace throughout the fishing and seafood industry in Thailand. In one province, for example, 30% of the survey's child respondents reported they had been injured on the job. The injuries were attributed to overwork, heavy loads, and lack of sleep. The workplaces ranged from unpleasant to hazardous. It was obvious that something had to be done by employers to ensure that children and youth were removed from such hazardous work conditions. Below is an example of how a Thai employers' organization exercised their responsibility of ensuring safe work for children above legal minimum age for admission to employment.

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The Employers' Confederation of Thailand (ECOT) has been a strong supporter of action to eliminate child labour and served as an active member of national child labour committees. ECOT has proved a major ally in advocating for policy changes related to child labour, participating in the drafting of the National Policy and Plan to Eliminate the Worst Forms of Child Labour (2009-2014).

Upon receiving the results of the survey, ECOT agreed to tackle hazardous child labour within the fishing and seafood industry. First, a memorandum of understanding was signed between the confederation, other employers' organizations and provincial governments, in which the signing parties committed themselves to not hiring children for hazardous work as a preventive measure, and to supporting schooling or vocational training for child workers currently in the industry as a rehabilitation measure. Working with other employer organizations, ECOT also agreed to provide recreational areas and child care facilities around the port areas so that young children would not have to accompany their parents at work. To strengthen ECOT's commitment to these measures, training and planning sessions were held with staff from almost a hundred seafood-processing enterprises.

This initiative demonstrated that with concentrated dialogue and active collaboration between government and employer organizations, large-scale impacts can be realized towards the elimination of the hazardous child labour.

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<sup>28</sup> IPEC: Owing up to safe work: How employer's learned the value in protecting young employees. (Bangkok, ILO, 2010). Available at: [www.ilo.org/ipceinfo/product/viewProduct.do?productId=13597](http://www.ilo.org/ipceinfo/product/viewProduct.do?productId=13597).

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## ➤ Brick kiln employers support children's rights to education (India)

The brick kiln industry is rife with occupational hazards, particularly for adolescents whose bodies are still developing. The dangers include carrying heavy weights which can result in muscle and bone deformities, broken bones and bruises from falling bricks, and exposure to extreme heat from the sun and kilns. In addition, it is a sector in which bonded labour is all too common due to the vicious cycle of poverty and debt. The cycle begins when workers take loans at exorbitant rates of interest from moneylenders in order to meet their financial needs for ceremonies and health care. In order to repay these loans, families resort to securing huge advances from labour agents by pledging their labour and the labour of their children for the next season of brick production. More than 80% of the children who migrate with their parents to brick kilns did not go to school because parents receive a larger advance from the employers by counting their children as working members in the family. The advance obligates the families to use their children in order to produce more bricks to repay the debt. Following is an example from India of how the Chengalpattu Area Brick Manufacturers Association (CABMA),<sup>29</sup> in conjunction with government and unions, was able to make some inroads on this serious problem.

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The Chengalpattu Area Brick Manufacturers Association (CABMA) decided to take up the challenge of hazardous child labour in brick kilns encouraged by the fact that this association could get technical support from the ILO and *Sarva Shiksha Abhiyan* (SSA).<sup>30</sup> First, the association decided to collect information about the children who were working at the brick kilns. They found approximately 600 children under the age of 15 in 50 of the brick kilns in the area. None of these children were going to school.

With this data, the association had a consultation meeting of CABMA members and SSA officials to discuss the problem and to explore solutions. As a result, 174 children were enrolled in regular schools, and SSA came forward to open 20 centres in the brick kiln areas to educate the rest of the children. Resources to support these centres were provided by CABMA, SSA, and an ILO project. A team comprised of SSA educators, village education committee (VEC) members, local government school teachers and the field staff of CABMA met the parents of the brick kiln children to motivate them to send their children to schools.

In retrospect, the survey was an eye-opener for the VEC and the SSA. They realized that many of the working children came from migrant families and therefore required an approach different from that of native villagers. They decided to issue transfer certificates to the children which would enable them to enrol in regular schools when they returned to their home communities. Inspired by the success of the pilot experience, SSA is considering replicating the approach in brick kilns throughout Tamil Nadu, which number approximately 3,000.

CAMBA has observed significant changes in the attitude of brick kiln owners and the parents of the working children. The kiln owners and SSA have now taken over the costs previously provided by the ILO project.

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<sup>29</sup> CABMA has a membership of 37 employers who own 50 brick kilns in which approximately 12,000 workers are engaged.

<sup>30</sup> A central government scheme promoting universal education. Translates to “Education for All” in English.





## Innovative approaches of workers

Workers' organizations are key leaders in identifying and combating hazardous child labour at the local, national and international level. They are powerful advocates for asserting the right of workers to adequate remuneration, thereby reducing the need of impoverished families to send their children into hazardous work conditions. With access to a large number of employees and their families, workers organizations play a vital role in awareness-raising and social mobilization against the exploitation and harm of young workers. This section of the report highlights the important role that workers organizations play in ensuring safe work places for all workers, including youth.

### › Agriculture union gets child workers back into school (Liberia)

Unions are a key change agent in any holistic approach to improvement of work standards and ensuring a hazard-free work environment for all workers, regardless of age. Because of their direct involvement in the workplace, they are also in an excellent position to monitor working conditions. Due to their connections with the authorities responsible for mandating and implementing labour legislation, unions are also crucial actors in comprehensive child labour monitoring systems.

When considering where trade unions are most prominent, one does not immediately think of agriculture. Yet workers have been effective in securing decent working conditions on various types of plantations, in Africa as well as elsewhere. This example from Liberia describes how hazardous child labour was one of the rallying points for the Firestone Agricultural Workers' Union of Liberia (FAWUL) and how effective gains were made as a result.

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In the past, because rubber tappers found it necessary to work 14-hour days to meet high production quotas and to earn enough to live on, many families felt they had no choice but to bring their children to the plantations to assist. As a result, children were involved in highly hazardous tasks, such as walking for miles with 75 pounds of rubber in metal buckets on their backs, using sharp tools, and exposure to snake bites and harsh weather.

In 2007, for the first time in the company's 82-year existence in Liberia, the more than 4,000 workers at the Firestone Rubber Plantation Company had the chance to choose independent union leaders. The FAWUL election was monitored by international observers and the results were recognized by Liberia's Supreme Court. Later at the bargaining table, FAWUL was successful in lowering daily production quotas, raising pay, and achieving worker medical benefits. To combat hazardous child labour and to ensure that their children would never have to return to work on the rubber plantations, FAWUL also made education at the company town school compulsory for children under the minimum age for admission to employment.

Through the actions of this workers' union, an example was set for all of Liberia, and in fact

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for the rest of the world, about the power of collective action and what can be accomplished through workers' unity. The FAWUL example is particularly compelling for how workers' unions can reduce workplace hazards and ensure that young workers are not exposed to workplace dangers through the fundamental measure of collective bargaining.

### ➤ Trade unions push for policies on hazardous child labour (Zambia)

In countries with weak national policies on child labour and safe work standards, trade unions can act as important advocates towards the development of effective policies that protect workers. By leading awareness-raising activities and engaging with various government stakeholders, trade unions have proven to be key players in helping to enact and enforce legislation. Following is an example from Zambia on how one trade union fought to enact policy related to the prevention of hazardous child labour.

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Several union-led initiatives are underway in Zambia in the mining industry to address hazardous child labour. In February 2009, the Zambia Congress of Trade Unions (ZCTU) officially adopted its National Policy on Child Labour to assist in and give guidance on various matters with respect to children's rights. This policy complements other stakeholders' policies and programmes including Zambia's Time-bound programme, the National Child Policy, and the Employment of Children and Young Persons Act of 2004.

In parallel, ZCTU, the Federation of Free Trade Unions in Zambia, and the Gemstone and Allied Workers' Unions, along with the Zambia Federation of Employers and the Small-scale Mining Association of Zambia, have developed a hazardous child labour prevention strategy for non-traditional mining. Together with these organizations, ZCTU has engaged in awareness-raising activities, small-scale direct support, community mobilization, and collaborative strategic planning exercises.

Advances in Zambia have been the result of unity. In particular, ZCTU policy resulted from a comprehensive consultative process with stakeholders and social dialogue among the union, the government (Ministry of Labour and Social Security), national employers' organizations, and civil society organizations. Sister African workers' organizations, such as the Central Organisation of Trade Unions (Kenya) and the National Organization of Trade Unions (Uganda), contributed expertise. Hazardous child labour issues represented an area of concern uniting workers across the borders in a spirit of South-South cooperation.

### ➤ Trade unions help young people recover from disaster (Haiti)

In crises, there is a real risk of children being caught up in some of the worst forms of child labour. Clearing rubble, all forms of construction, caring for the wounded – all of these are natural efforts to be helpful, but they also entail significant risks, especially to the unwary. This example from Haiti shows how trade unions, cognizant of the danger, turned catastrophe into opportunity for young people by getting them into an educational programme.

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The 8th of December 2010 was a very special day for 77 young Haitians, 14 to 17 years old, from Port-au-Prince. After five months of dedicated studying, they received their diplomas in joinery, plumbing, sewing and cooking. The IPEC programme "Strengthening Trade Union

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Action to Promote Vocational Training for Adolescents in Haiti”, implemented by the Trade Union Confederation of the Americas (TUCA) in collaboration with the Haitian trade union, *Confédération des travailleurs haïtiens* (CTH), provided vocational skills training to vulnerable youth in the region to promote decent work opportunities for the future.

The qualification that the trade unions provided for the children extended beyond purely technical knowledge. The 77 students took vocational training courses that included, as part of the curriculum, education on human and labour rights and grounding in the ethics of human and labour relations. The project also contributed to strengthening the Haitian trade union movement, as a variety of trade union organisations took part in the process of orientating the students.

### **Case study: Vocational training**

One of the students, Charles Daniel, lives in Cité Soleil, and it would take him two hours to reach his sewing classes from Monday to Friday. But it was well worth the effort, he explained. *“I learned a great deal; it was a very valuable experience. I am planning to get together with friends to open a small sewing workshop, thanks to what we were taught in the course.”*

## **› A joint trade union-NGO campaign against hazardous child labour (Burkina Faso)**

This example focuses on an increasing problem, that of children alone or with their families migrating for work. Not infrequently, it is the circumstances of the work (e.g. lack of contracts, legal rights, language barrier) that result in hazardous situations for children in which they suffer abuse and exploitation. Here is how a union teamed up with an NGO to capitalize on the unique strengths of each to tackle this problem.

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Burkina Faso is a major source country of children migrating to other countries in search of jobs in plantation agriculture, gold-mining, market chores (selling, lifting, hauling), and domestic work. Approximately 3 million Burkinabes of all ages live in neighboring Mali, Nigeria, and Côte d’Ivoire. More than half of all Burkinabe children do some sort of work; a substantial portion of it hazardous. Too often parents are complicit in or otherwise encouraging their children’s migration for work as a way to augment household income or improve the quality of their lives.

Two organizations with differing skills were enlisted to solve this problem: a transporter’s union, the “National Road and Passenger Transport Union of Burkina Faso” (SNTRV), and an NGO, *Coalition au Burkina Faso pour les droits de l’enfant* (COBUFADE). Together, these organizations undertook a five day “information caravan” all along the usual migration routes leading to the borders with Benin, Togo, Ghana or Côte d’Ivoire. The caravan was an immediate success. It traveled to 26 localities (communities, schools and bus stations) and reached more than 2,700 people in its pilot phase, giving away T-shirts, caps, and posters. Because of the tremendous momentum it generated, the two groups decided to collaborate on another 150 sessions, reaching over 7,500 travelers. In addition, they held information sessions, put up billboards on the main routes, and made radio broadcasts that reached the entire country in both French and the other national languages, detailing what constitutes exploitative work, how children become trapped in it, and penalties for traffickers.

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The next phase involved actual interception. Fifty transporters participated in an alert system covering seven regions of the country and 16 bus stations that identified traffickers and reported them to law enforcement officials. They cautioned drivers to observe passengers and be vigilant for children or adults involved in trafficking them. The warning system succeeded in intercepting around 1,000 children and delivering the traffickers to local law enforcement officials. It was innovative in that it incorporated members of all walks of society to help identify traffickers, including union members, social workers, traditional chiefs, elders and religious leaders, and local police.

However, the model was not limited to just awareness and enforcement. It was important that identified children receive follow-up support, and for this government agencies and various NGOs were enlisted. They accompanied the children to reception centers where the children could get lodging and food, then escorted them home to their families and arranged rehabilitation and social reinsertion services.

A real success of the project was the partnership between the trade union and the NGO. They learned to work together despite different competencies, perspectives, and working styles, and gained new skills in public speaking and community mobilization. The project resulted in recognition of the union as a significant player in development work. Subsequently, the two organizations have continued to hold periodic meetings to review interception techniques, to evaluate the functioning of the system and to identify improvements.

## **PART III**

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### ***Rehabilitation of children engaged in hazardous work***

Children and adolescents identified and rescued from hazardous child labour situations are often vulnerable to further marginalization and exploitation. Interventions that remove children from hazardous work should therefore be aware of appropriate re-integration strategies to ensure the child's ability to thrive within his or her community.

However, the rehabilitation of former child labourers is not a one step process, and one single methodology cannot be applied to every situation. Effective rehabilitation demands a comprehensive approach that takes into account the specific needs of the children that have been affected, as well as the characteristics of the communities into which they will be re-integrated.



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## Rehabilitation through social activities

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Due to the complexity of tackling the hazardous child labour, multifaceted approaches that involve various stakeholder groups are essential in protecting the rights and safety of developing youth. In particular, young people themselves can act as a very important vehicle for expressing issues of social justice within the community and beyond. By bringing together young people and their communities through various social and economic activities, and equipping them with powerful tools of self-expression, we can develop an extensive network of young advocates towards the elimination of hazardous work.

### › Saving adolescents from hazardous child labour through sports (Kenya)

In the slum areas of many big cities, children are involved in hazardous work such as street scavenging, picking through trash at dump sites, begging, carrying heavy loads of merchandise, and other forms of street work. Hazardous child labour is compounded by severe living conditions such as poor housing and no sanitation. The few schools that are available are often in such deplorable condition that many children and adolescents do not go to school or else struggle to enroll in non-formal or private schools. Unfortunately, since these are not government schools, the children are not eligible for government education grants.

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The Mathare Youth Sports Association (MYSA) implemented a project<sup>31</sup> to withdraw children from hazardous work who were living and working in a slum. One of the special advantages of this programme was that it had several components in recognition of the fact that children who have been doing hazardous work have multiple needs.

This programme encouraged education by putting the younger children in non-formal schools (formal schools were few and far from where they lived) and for older children, those 15-17 years old, skills training mainly through apprenticeships was provided. Many of the adolescents completed their training and were employed or were able to start their own small businesses.

Uniquely, the entry point of this initiative was a sports programme that was open to working children of all ages. Before the children can participate in the sports matches, however, they are expected to join various training and awareness-raising activities, such as life skills, awareness on HIV/AIDS, and sensitization to child labour. The adolescents are also expected to contribute to making their environment safer and they can earn credits for each hour of community service they provide in their neighbourhoods.

The use of sports has resulted in a change of attitude among the adolescents. They are more confident and resilient and more likely to avoid the anti-social behaviour often associated with youth in slums. Many of them are active in the various local youth football leagues and some

<sup>31</sup> The MYSA project was implemented in collaboration with the IPEC Team in Kenya.

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have joined football clubs outside the area. They have become role models for other young people in their neighbourhoods, encouraging them to return to school and get involved in more productive activities.

Another incentive of this programme is that it offers children the opportunity to take up photography and to join a band. Their band has entertained participants in many child labour events in Kenya including during the child labour symposium in 2009 and the World Day Against Child Labour in 2010. In 2009, the band was even invited to Geneva, where they participated in World Day Against Child Labour events.

### › **Rehabilitation of former child soldiers through economic measures (Burundi and the Democratic Republic of Congo)**

From testimonies of children who have joined armed forces and groups voluntarily, it is known that the main reason they enrolled was because they saw the armed group as an avenue to ensure immediate survival and to earn a living. This clearly shows that effective prevention and reintegration are dependent on addressing the economic dimensions of child recruitment. The age group that is most crucial here is children aged 14-18 years.

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For children coming out of work as part of armed groups, a “good practice” for rehabilitation is combining economic empowerment through training followed by extended employment support. This model emerged from IPEC projects that were implemented with former child soldiers and children at risk of recruitment in Burundi and the Democratic Republic of Congo (DRC). This approach proved to be effective in achieving successful and sustainable integration into the labour market.

A crucial first step was conducting rapid assessments to identify attractive jobs as well as relevant service providers in the localities where the children were being reintegrated. Then, children were given the opportunity to become acquainted with various trades through job fairs and guided tours of local enterprises. Based on this, they could choose a type of work that matched their aspirations and their capacities and was realistic in terms of its economic potential.

In the second part, a programme<sup>32</sup> in Burundi and the DRC engaged service providers to train the children in the selected vocational skills. An essential accompaniment to this training was basic education and training in life skills in order to increase their chance of being employed and staying employed. One of the tools that was particularly beneficial was entrepreneurship training based on ILO’s “Start and Improve Your Business” (SIYB) package as well as financial literacy training. Since there were few chances to get wage employment in the conflict-affected project areas or to get a liveable income right off the bat, the programme provided the trainees with financial and material support to start their business, either individually or as a group. This included procuring the necessary materials, identifying and renting a suitable workplace, and assisting with legal, regulatory and administrative procedures. All businesses opened accounts at micro-finance institutions and regularly deposited their profits. The most successful ones had access to micro-credit to expand or diversify their activities. Trainees were encouraged to sign up for micro-health insurance schemes to protect their businesses from shocks due to

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<sup>32</sup> This programme was implemented by two IPEC projects on the prevention of recruitment and reintegration of children affected by or involved in armed conflict, in particular children associated to armed forces and groups and children involved in the worst forms of child labour as a result of conflict.



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illness and to provide health coverage for them as well as their dependants.

The success factors are: (1) the long-term, regular and professional follow-up from the implementing agencies; (2) the variety of services provided to the trainees – these not only contributed to acquiring productive jobs that deliver a fair income but also security in the workplace, social protection for families, and better prospects for personal development and social integration – which are important in the case of ex-child soldiers; (3) encouragement for the children to express their own views, to organize and to participate in the decisions; and, (4) equality of opportunity and treatment for all girls and boys – in other words, decent work.

### › Using mobile schools to ease the transition from street to education (Romania)

Street children, who are at high risk of being economically exploited, are often not easy to withdraw from work. They may have suffered a number of setbacks and abuses in their lives. They are often family-less, either rejected or orphaned. They may have become accustomed to their freedom and come to trust each other more than adults. An unusual example of outreach to this group is the mobile school. It offers the possibility of working with groups of street children from various marginalized areas of the city and the adjacent villages. In this example from Romania, it has been used as an instrument for attracting a large number of children, thus providing the outreach team with the opportunity to establish a first contact with the children and assess their needs.

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The “Mobile Schools” project was implemented by Save the Children’s Iasi branch in conjunction with an IPEC action programme. The ultimate aim of this project was to remove children from the streets where they were exposed to various types of hazardous work and to ensure their right to education. The infrastructure of the mobile school was simply some boards tied together which were very easily transported and assembled – simply needing to be unfolded and set up in the space available. The techniques used in this project included interactive role plays, socializing games, brainstorming, lectures and debates, which were all aimed at stimulating children’s interest and active participation.

The success factors in this “good practice” are: (1) the fact that the project can reach isolated communities; (2) that it is based on the children’s active involvement in the prevention programmes that are being developed; and, (3) that the educational package is adaptable – it can serve children of various levels of education and be adjusted to meet the street children’s needs. The children learn how to write, read and do arithmetic so that they can make up for their educational gaps. The educational package also covers various life issues (including drug abuse, sexual transmitted diseases, contraceptives and juvenile delinquency) so that the children realize the dangers of living in the streets and also learn about their rights. In this way, the project has been able to help shape the children’s skills and abilities so as to support their re-entry into school and integration within society.

The “Mobile Schools” project provides a unique service in the sense that it focuses on the special needs of street children and those from marginalized communities. The activities are conducted in such a way as to maintain the children’s interest while simultaneously offering them the chance to see the available alternatives to life on the streets. Children have the opportunity to discover their rights by themselves. They are able to realize that they can perform certain tasks, for which they are respected by the people around them, and that they deserve this

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respect. These activities increase children's self-esteem, emotional stability and strength, which can lead to their gradual integration into society.

Experience shows that interventions which try to force a "separation" of the child from the street are not effective in the long run. The "Mobile Schools" project prepares the children gradually for integration into the family, school or other care institutions by providing them with information that will help them make conscious decisions about their futures.

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## Rehabilitation through vocational training

# 8

Vocational training is usually the intervention of choice for older children. It is an important component of hazardous child labour elimination programmes in that many children withdrawn from hazardous work, who are above primary school-going age, do not want to return to school and prefer skills training. Unfortunately, the standard approach has a number of limitations: the numbers of children the centres can accommodate, the danger of project beneficiaries simply displacing other equally deserving children, entry qualifications that are often too stringent for child labourers to meet, the quality and relevance of the training for market demands, and the amount of follow-up support provided. Innovations to make vocational preparation more accessible to older children at risk of hazardous work are therefore warmly welcomed.

### › Localized vocational training: An alternative to hazardous child labour (Uganda and Zambia)

In Uganda and Zambia, several community groups<sup>33</sup> collaborated to design a special programme around locally available vocational training resources to assist children who had been removed from hazardous child labour. First, a market analysis survey was conducted to identify jobs in the surrounding community and the skills needed for these jobs. Based on the findings, a mapping exercise was implemented to identify institutions capable of providing skills training and of enterprises and local artisans who could offer apprenticeships.

Children were then assisted in selecting and enrolling in the training they preferred, and also were provided with materials that they needed for training. Social workers accompanied the children and made regular monitoring visits to assess their progress and to encourage the children attending the training. The girls received training in hair dressing and tailoring while the boys received training in welding, carpentry and building trades. Other courses included computer training, electrical and auto mechanics, welding, weaving, art crafts and design, electronics, farming, music and motor vehicle driving skills. Children were also provided with job career guidance and with a basic tool kit in order to understand how to properly access the job market after reaching minimum age for admission to employment.

The fact that some of the older children were immediately employed following the training attests to the fact that the training provided the necessary skills needed in the community. This programme also allowed children who had been removed from hazardous child labour to undergo a period of constructive rehabilitation where they could acquire meaningful social skills.

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<sup>33</sup> Children of Uganda (COU), Copper Belt Health Education Project (CHEP), Uganda Youth Development Link (UYDEL), Kids in Need (KIN), Child Restoration Outreach (CRO), and Jesus Cares Ministries. These community groups worked together with an IPEC project in Uganda and Zambia.

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## › Professional vocational training for child miners (Mongolia)

One of the problems encountered in quite a number of vocational skills training initiatives is that the training is not of sufficient quality or depth as to provide a genuine alternative to previous unsafe employment. This example from Mongolia shows how a project chose to address this issue, drawing on a network of partners to achieve it.

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Half of all children working in artisanal mining in Mongolia are in the age group 15-17. This work can be classified as extremely hazardous as adolescents work long hours in water, in narrow tunnels, in overheated conditions, in dust and with limited oxygen and light. Most adolescents lift and carry excessive weight while others handle mercury, use sharp tools, or work with explosives.

In 2005, the Confederation of Mongolian Trade Unions (CMTU), the Mongolian Employers' Federation (MONEF) and the Ministry of Social Welfare and Labour (MoSWL) signed a national tripartite agreement to eliminate child labour in mining by 2015. In order to meet this goal, several hazardous work elimination projects were instituted. One of the most successful was the Informal Gold Mining (IGM) project, implemented by MONEF and supported by IPEC, which sought to eliminate hazardous child labour and provide decent work opportunities for children aged 15-17 years.

For adolescents in this age category, returning to school is often not an option. They have long ago given up ambitions of study and feel awkward going to school with younger students. What is important for them is to work and earn money. For this reason, the IGM project provided vocational skills training to economically empower youth and provide alternatives to returning to the hazardous sector of artisanal mining.

MONEF's approach stands out from other vocational training programmes as the project substantially invested in the quality of the curriculum to ensure that **adolescents** were able to gain professional-level skills. The training was provided by two reputable institutions with a record of high quality education. Contracts were signed with each institution and boarding was arranged for students.

Compared to traditional vocational training programmes for youth, the IGM courses were longer and more intensive. Skills training is sometimes undertaken as a temporary measure to immediately withdraw children from hazardous child labour, rather than a serious investment that would lead to employment. However, this project found that establishing a professional level of vocational skills training that aims to fast track youth directly into sustainable employment is the key towards the reduction of hazardous child labour for this age group. The teaching modules were geared to this and had been developed with the technical assistance of experts in the field. In addition, links had been created with labour offices and businesses to negotiate decent work for graduates of the programme.

## › From hazardous child labour to safe work in agriculture (Rwanda)

From previous research, it is clear that the agricultural sector is dangerous for children and youth. However, in many rural, agrarian communities, there are very few alternatives for children above legal working age to earn an income and gain experience for future employment. Vocational training in the agricultural sector is therefore extremely important in ensuring safe

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and decent work for adolescents within these communities. Below is an example from Rwanda where a vocational training programme was implemented to provide economic alternatives for children engaged in hazardous work.

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Winrock International's innovative Rwanda Education Alternatives for Children (REACH) programme integrates agriculture safety and avoidance of hazardous conditions into its project curriculum, trainings, and practices. It promotes Model Farm Schools (MFS) for older children who have been engaged in hazardous child labour. For example, at the Ruliba MFS in Nyarugenge District, students had been exposed to snake bites, cuts and infection while harvesting sugarcane and had been carrying very heavy loads. Students who have been withdrawn from hazardous child labour and enrolled at the Ruliba MFS had a successful maize harvest last season. They plan on using the land to plant a different type of vegetable during the coming season. A neighbouring farmer agreed to take 10 MFS students as apprentices on her farm, where she grows maize and raises cattle and pigs. The MFS teacher will work with the farmer and students to ensure compliance with best practices in safety during their apprenticeships.

An important lesson learned in this programme is the importance of reaching the partners or family members. The REACH programme ardently believes in the importance of parent involvement in the programme which contributes to their being extremely supportive and willing to assist their children. They understand that their children's skills can generate increased earnings and productivity on their own farms.

These principles can be extended to other areas of Rwanda as well as the wider region. MFS teachers also provide parents with information about best practices in agriculture. For example, in Gicumbi District, a model farm teacher met with parents three times during the six month training of Cohort 1. In Nyagugenge District, when it was time to harvest the maize, the community activist mobilized parents and additional community members to work alongside the students in harvesting the maize during a monthly community work day.

The REACH programme has also worked with the Ministry of Labour to disseminate the labour law and has encouraged inspectors to inform the community, officials, and opinion leaders of Rwandan Labour Laws that define hazardous work.

### ➤ **Promoting job skills training and occupational safety and health (OSH) knowledge (Dominican Republic)**

Though children aged 14 or 15 years may be legally allowed to work in many nations, it does not mean that they are necessarily prepared for an active work environment. Non-formal education services, such as the example from the Dominican Republic below, can offer effective training on OSH standards as well as skill development.

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In 2007, DevTech, an international development consulting firm, and its partners developed a new programme called Espacios para Emprender (EpE) (Spaces for Entrepreneurship). The EpE programme was created as a response from the community and families to provide services for young adolescents on the brink of entering the workforce. The EpE programme is designed for children aged 14-17 years to be withdrawn or prevented from entering the worst forms of child labour, and helps these children to build the skills and attributes necessary

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to succeed in the workforce. As an emerging best practice, the EpE programme provides a structured environment where youth can develop personally and socially while acquiring important skills linked to safe and decent work.

The EpE programme's most recent phase (2007-2011) enrolled 15,699 children and adolescents in EpC<sup>34</sup> and EpE programmes. With an 83% completion rate, 13,109 children and adolescents were withdrawn or prevented from entering into child labour. The following factors contribute to the EpC and EpE programme's "good practice":

- ▶ the use of the innovative and engaging Quantum Learning (QL) pedagogical methodology. QL excites students about learning and motivates teachers and facilitators to be more effective in the classroom;
- ▶ the focus on helping children develop their self image and sense of self worth which is critical to academic motivation and the understanding that they have the right to pursue an education;
- ▶ a strong monitoring and evaluation system which provides continuous feedback to inform programme implementation;
- ▶ an extensive and continuous training programme for programme facilitators and coordinators;
- ▶ close collaboration with the local Ministry of Education- and state-run workforce development programmes, among other items.

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<sup>34</sup> The *Espacios para Crecer (EpC)* is a non-formal education programme as a complement to half day formal education classes.

## PART IV

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### *Enabling environment*

Hazardous child labour will continue or, once halted, will inevitably re-emerge if there is not a robust framework of policies and structures in place. This framework is what will support and sustain the prevention, protection, and rehabilitation activities described previously. Even the smallest project can help to strengthen the structures crucial for:

- ▶ surveillance and enforcement;
- ▶ coordination among agencies (e.g. education, labour, and agricultural ministries) and among levels (local, district/state, and national);
- ▶ information-sharing among practitioners and from practitioners to policy-makers.

These constitute core elements of “the enabling environment”.





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## Creating partnerships with new allies

# 9

Given that a huge number of children – 115 million – are still trapped in hazardous child labour, the imperative of our time is finding a way to respond on a grand scale. Projects can demonstrate an approach but it requires actors with extensive reach to take this “good practice” to the next highest level.

National governments are obviously the first to come to mind in terms of partnerships. And within government itself, one form of “partnership” is a coordinating structure that facilitates collaboration between the ministries most concerned – education and labour – but beyond these are others that can be equally critical, for example health and social welfare, sectoral ministries (agriculture, mining as the case may be), specialized agencies (statistics, planning), and any existing cross-cutting bodies (children’s bureau, president’s cabinet). However, with respect to hazardous child labour, the most important collaborative relationship to foster is between the ministries of labour and health<sup>35</sup> because of their expertise respectively in child labour and occupational health and because the ministry of health has access to frontline practitioners through its public health clinics.

Leveraging resources from outside and partnerships with new allies are both key to addressing hazardous work issues for children and youth. The “Creating Safe Futures” workshop highlighted this by bringing together occupational safety and health (OSH), youth employment and child labour specialists, recognizing that OSH expertise is needed to address hazardous child labour issues.

Even within one’s own agency there are often opportunities for collaboration. In a labour department for example, staff can do “cross inspections”, i.e. while looking for workplace hazards, they can also be checking for underage workers or provide training to the employer.<sup>36</sup> Or staff can inspect a workplace for violations of other agencies at the same time as her/his own.

On a global level, the World Health Organization (WHO) has a network of OSH centres, known as the “Collaborating Centres”, which provide opportunities for partnership and networking. These are usually affiliated with universities and can provide unique local insights and OSH support to projects working on the ground.

### › Health professionals as intermediary change agents (Brazil)

In the early 2000s, civil society and international organizations pushed for national health policies for child labour in Brazil. Starting in 2003, Brazil undertook an innovative programme to sensitize primary health care providers and to train them to recognize occupational injuries

35 G. Eijkemans (WHO-PAHO Representative, Suriname): Presentation remarks. (Washington D.C., Creating Safe Futures workshop, June 11, 2011).

36 D. Michaels (Assistant Secretary for OSHA): Presentation remarks. (Washington D.C., Creating Safe Futures workshop, June 11, 2011).

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and illnesses of children under 18. Results are now coming in showing that this approach is effective not only in identifying child labourers, but also in providing concrete data on the nature of occupational health incidents that children encounter. This approach has also proven effective in addressing health incidents of child labourers in an appropriate manner. Notification by healthcare workers of all workplace incidents/injuries of children and adolescents is now compulsory by law, and the government has established guidelines and trainings to help implement this policy.<sup>37</sup> Following is a description of the process by which this came about:

➔ ***First step: Establishing national policy***

The policy's main purpose was to lay out proposed actions for the eradication of child labour in the health sector.

➔ ***Second step: Enacting law***

The law established compulsory notification/reporting of all workplace accidents involving children and adolescents.

➔ ***Third step: Developing operational guidance***

The “Guidelines for Comprehensive Health Care of Economically Active Children and Adolescents” were drawn up to ensure that health professionals knew how to apply the law and thus be able to identify workplace accidents and the health consequences related to occupational hazards experienced by children and adolescents.

➔ ***Fourth step: Draft curriculum***

The purpose of the course was to train health professionals on the role of the health sector, and how to function within an inter-sectoral network to eradicate child labour and protect adolescent workers.

➔ ***Fifth step: Organize and carry out the training courses***

Entitled “Comprehensive Health Care of Economically Active Children and Adolescents”, the courses were carried out in each Brazilian state.

➔ ***Sixth step: Adapt the course to an on-line environment***

To facilitate expansion and replication, distance learning courses were set up using the Internet.<sup>38</sup>

The organization of structures for inter-sectoral collaboration and networking within each locality proved to be indispensable for creating understanding of the legal obligations and policies with regard to child labour. Furthermore, a “reception and assistance flowchart” enabled the members of the inter-sectoral groups to develop joint proposals and carry out

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37 S.L. Barker (Professor, Rio de Janeiro State University and Brazilian Ministry of Health Consultant): Presentation remarks. (Washington D.C., Creating Safe Futures workshop, June 11, 2011).

38 With the support of the ILO and the Ministry of Health, the Workers' Health Programme of the Center for Research of Adolescent Health of the University of the State of Rio de Janeiro (UFRJ) adapted the current course for use on-line. Presently, the training of technicians belonging to the National Health System is being done via the site [www.saudetrabalhoinfantil.pro.br](http://www.saudetrabalhoinfantil.pro.br).

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more consistent action. Given the complexity of the child labour issue, the importance of local inter-sectoral and inter-institutional networks and coordination bodies cannot be emphasized enough. For example, in the case of Brazil, they brought together:

1. The “Family Health” programme, in which the community health agents have direct access to families, including meeting them directly in their homes.
2. The school administration which is important for identifying working children as well as in carrying out education and health actions in this area.
3. The income transfer programmes that generate jobs and income for families of child labourers.
4. The community leaders and civil society organizations who have both a need for and a role in disseminating knowledge about child labour action being undertaken.

Of fundamental importance has been the funding provided by the Ministry of Health to the states and municipalities which enabled them to create structures within their health sectors to promote eradication of child labour, such as Reference Centres on Workers’ Health. The Reference Centers actively participated in the organisation of the courses and were absolutely crucial in generating commitment to the proposals made by the working groups. They acted as focal points for child labour eradication and the states that have relied on the Reference Centres have already shown striking results from the training courses.

The following are, therefore, considered to be the key elements in the successful inclusion of the health sector in eradicating child labour:

1. The Ministry of Health's willingness to develop joint actions with states and municipalities.
2. Awareness-raising among health professionals about child labour.
3. The existence of an inter-sectoral and inter-institutional coordinating group or network focusing on children and adolescents.
4. The provision of educational materials and technical standards and the exchange of information about the realities of child labour and its health consequences.

In summary, the Brazilian Ministry of Health now plays a key role in the eradication of hazardous child labour and protection of young workers through the National Health System which extends throughout the entire country. As a regular and continual part of its work, it:

- ▶ Identifies children and youth who are working;
- ▶ Provides information to children regarding OSH;
- ▶ Assesses the link between a child’s work and his/her health needs;
- ▶ Carries out health surveillance, and
- ▶ Coordinates with other government sectors and civil society to carry out actions to prevent child labour and eradicate hazardous child labour.

This is an example of where child labour has been fully integrated within the functions of government and is therefore sustainable.

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## ► OSH for urban youth: Community Volunteer Health Workers (Philippines)<sup>39</sup>

This “good practice” from the Philippines also uses the public health workers – in this case the Community Volunteer Health Workers (CVHW) – to reach workplaces in the informal economy. The CVHW programme provides basic outreach and health services to low-income communities nationwide and is implemented by the Department of Health. There are 270,000 trained CVHWs throughout the Philippines who are supervised by the local government Rural Health Midwives in each community.

This action research programme implemented by Save the Children focused on improving working conditions for informal sector workers, specifically women and girls. The project team decided to test the effectiveness of using the CVHWs for delivery of community-based OSH services through a pilot effort with workers who make industrial cleaning rags, floor mats, and other products from fabric remnants or *retaso*. This is home-based work, and therefore difficult for inspectors and others to access. Approximately 50,000 women and girls are employed in this work.

The team designed a general curriculum on OSH for CVHWs from five communities with concentrations of *retaso* workers, and a specific module on the hazards found in this type of work. One objective of the project was to ensure the integration of OSH into the routine roles of the CVHWs and to take initial steps to integrate OSH into the national CVHW training curriculum of the Department of Health.

The project began with a study of the health network among informal sector workers, particularly women and girls, using surveys and interviews followed by an on-site (home or workplace) evaluation of working conditions and a medical investigation. Some of the key lessons learned include:

- ▶ Involving CVHWs in the research increased their knowledge of the informal sector activities prevalent in their communities and their enthusiasm for the training. Because a simple survey was used, it is easily replicable in other communities and can both add to the database on the informal sector and increase the awareness of CVHWs about their own communities.
- ▶ As a socio-cultural norm, the women and girls accept pain as an integral part of work. If training and awareness-raising is to be effective, it should include activities to change this attitude.
- ▶ A participatory research and training methodology is essential to enable CVHWs to contextualize problems and apply lessons to actual settings.
- ▶ National and local government organizations and the health profession currently have little awareness about working conditions of workers in the informal economy. This calls for sensitization and an effort to change their orientation from curative to preventive.
- ▶ Members of the informal economy will endure almost any conditions to earn an income. mechanisms to address OSH must work within this reality and seek to enhance income-earning opportunities and working conditions in tandem.
- ▶ Dialogue among NGOs, the Department of Health, and local government units is needed to develop integrated support of the CVHWs. Dialogue between CVHWs and local government units is particularly important in addressing the environmental causes of poor working conditions.
- ▶ Participatory research and training modules that are industry specific provide an important complement to the work of the CVHWs.

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<sup>39</sup> Save the Children: Occupational safety and health for the urban informal sector: The Save the Children experience. In monograph, Vol. I, 1996.

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## Creating a national policy framework

# 10

Fundamental to action against hazardous child labour are the international conventions on child labour and the national policies and legislation which derive from them. Some assume that, because they are called the “ILO” Conventions, they were established by an office; but actually these are international laws because they were crafted by a body of nations through several years of debate. These form a foundation of principles to guide activities, so that child labour efforts are not subject to popular whim or personal interpretation.

Because hazardous work straddles the frontier between health and labour, there are additional imperatives that dictate what is right and possible to do. In the case of hazardous child labour, the key is what is commonly called the “hazardous work list”, as mandated by Conventions No. 138 and No. 182. These country-specific lists provide instruction on the types of work or working conditions that are prohibited to children less than 18 years.

Convention No. 182 requires each country to prepare its own hazardous work list through tripartite consultation. The list then provides a foundation and gives credibility to initiatives focused on tackling the problems of hazardous work. They also can help formally link child labour and youth employment activities in regards to hazardous work at national and local levels and justify a cascade of other enabling interventions, such as training labour inspectors on how to enforce the hazardous work lists.

### › The development and revision of the hazardous work list (Brazil)

Brazil has always valued the importance of social dialogue. In order to ensure that a comprehensive and effective hazardous work list was created, the Government of Brazil established a tripartite “plus” group of workers’ organisations, employers’ organizations, several Ministries of the government (Labour, Health, Education, etc.), NGOs and other law enforcement agents, such as judges and prosecutors. This tripartite plus group created the National Forum for the Prevention and Elimination of Child Labour (hereafter: “the Forum”) in 1994. The Forum is based in Brasilia and handled by an independent Secretariat which holds meetings four times each year.

Given the size and the federal structure of Brazil, the Forum decided to act at the state level to ensure appropriate regional representation, gradually establishing child labour units and focal points in the ministries of labour of each state. By 2001, each of the 26 states had a seat in the national forum and a network of child labour groups had been instituted. In the same year, the Forum’s efforts led to the ratification of ILO Convention No. 182 on the worst forms of child labour. Shortly thereafter, a committee was established to draft the first official hazardous work list, as mandated by Article 4 of Convention No. 182.

To build the knowledge base on hazardous work, the Ministry of Labour funded numerous studies and worked diligently with its social partners to compile and assess existing data on the

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issue. To respect the special characteristics of each state, the Forum held multiple discussions with state representatives to ensure that even region-specific occupational sectors and related hazards were adequately reflected in the list.

Given this large consultative process, the hazardous work list consisted of 83 points that cover hazardous sectors, occupations, and specific conditions prohibited to children under 18 years of age. The list was formally enacted under the Inspectorate Labour Order No. 20/2011.

At the beginning of 2002, the Labour Attorney's Office encouraged the Forum to establish a permanent body to regulate and legally enforce the prohibition of hazardous work. Following discussions with social partners and stakeholder groups, a permanent National Child Labour Committee (NCLC) was established through a Ministerial Ordinance.

To promote social dialogue, the Ordinance mandated diverse representation on the NCLC and asked for a number of employers' and workers' organisations, government ministries, the ILO, and UNICEF to each nominate a member for the new group. The NCLC was entrusted with two crucial tasks: (1) drafting a National Plan of Action, and (2) reviewing the gaps in the current legislation in order to develop alternative policies.

An ILO study on child labour and long-running discussions generated a formal request of the committee for a revision of the hazardous work list. With a new knowledge base on hazardous child labour and specific evidence of workplace hazards for children, a sub-committee for the revision of the hazardous work list was established.

In the year and a half that followed, household surveys, census data, and interviews with working children in various hazardous sectors shed significant light on the gaps in the original hazardous work list. A series of IPEC's Statistical Information and Monitoring Programme on Child Labour (SIMPOC) publications on hazardous child labour trends and hazardous child labour in agriculture emphasized several aspects that had been previously overlooked.

In response, the Committee held a series of formal discussions with experts, including occupational health physicians and representatives from workers' and employers' organizations and the government. These consultations generated a revised list that addressed the issues missing from the prior version. Indeed, this new list provides a highly descriptive account of workplace hazards and includes potential workplace risks as well as the possible effects. The list was enacted in Decree No. 6481 and was launched on June 12, 2008, during the World Day Against Child Labour, by the President himself.

The implementation of the revised list led to new sets of rules that labour inspectors, employers and trade unions must be adequately informed of and comply with. To facilitate this process for social partners, a comprehensive and publicly available website was created by the Government. This database provides access to the online reporting documents of labour inspectors, a series of qualitative and quantitative data on hazardous child labour, as well as archived minutes of committee meetings. This innovative approach for knowledge-sharing among stakeholder groups has been crucial to the effective implementation of the hazardous work list and has ensured transparency in hazardous child labour monitoring and enforcement policies.

Brazil understands the importance of regular list revision and has been active in supporting such initiatives. The Ministry of Labour continues to collaborate with research institutions to conduct studies on OHS and the hazardous child labour to increase the knowledge base for policy purposes. In addition, the Ministry organizes regular educational trainings and workshops in different regions of the country for labour inspectors.

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## Strengthening the knowledge base on hazardous child labour

# 11

Hazardous child labour is harming the health and future potential of 115 million children throughout the world, and 62 million of them are legally old enough to work. This suggests that almost one out of every five of the 15- to 17-year-olds who are in employment globally is being exposed to dangerous occupational safety and health (OSH) hazards.

These important findings, which are being used for advocacy and action to put the spotlight on hazardous child labour in 2011, are the result of an analysis of data derived from national household surveys carried out in 50 countries from all the major world regions.<sup>40</sup> As such, the knowledge base on the prevalence of hazardous child labour is growing and more attention is being put on the subject in the international efforts to eliminate the worst forms of child labour by 2016.

Global and national statistics like those mentioned above are important as we look for ways to draw attention to the topic and find where problems occur. Community level data help to target resources and suggest ways to protect children from hazardous work. Targeted research projects can examine:

- ▶ the effectiveness of methods to assess and control workplace hazards for older children;
- ▶ the push and pull factors related to why they end up engaged in hazardous child labour;
- ▶ the hidden psychosocial impacts of different types of work environments;
- ▶ the specific tasks and situations which are hazardous within large sectors, such as agriculture.

Such studies can be powerful inputs to governments as they prepare or revisit their ILO Convention No. 182 hazardous work lists.

The benefit of conducting research around hazardous child labour is not a new concept. In 1997, the US National Institute for Occupational Safety and Health (NIOSH) developed recommendations for Research Needs on Child Labour and Occupational Safety and Health. They are summarized below:

- ▶ Improved surveillance of work-related injuries and illnesses in children and adolescents.
- ▶ Etiologic research to identify risk factors leading to work injuries and illnesses of children and adolescents, with particular attention to risk factors that may be specific to youths.
- ▶ Research to support assessments of the age-appropriateness of specific work tasks.

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<sup>40</sup> ILO: Accelerating action against child labour. ILO Global report on child labour 2010 (Geneva, 2010), p. 5. Available at: [www.ilo.org/ipccinfo/product/viewProduct.do?productId=13853](http://www.ilo.org/ipccinfo/product/viewProduct.do?productId=13853).

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- ▶ Intervention research to identify effective prevention strategies.
  - ▶ A model for healthful employment of children and adolescents, with rigorous assessment of diverse benefits for employers.
  - ▶ Research to promote OSH education for adolescents and a safe environment in school-based or facilitated work experience programmes.
  - ▶ Refinement and expansion of community-level interventions to promote safe and healthful work experiences for children and adolescents.<sup>41</sup>

Although funding, particularly at the community level, is often limited by competing priorities, there is growing recognition that research around hazardous child labour is practical and produces a high return for:

- ▶ Providing evidence on which to base or reinforce public policies, including the hazardous work list;
- ▶ Providing data with which to stimulate employers' sense of corporate responsibility;
- ▶ Reducing employers' and families' health expenditures due to decrease in avoidable occupational injuries;
- ▶ Bringing to light hard-to-observe psychosocial impacts of hazardous child labour and health conditions with long latency periods;
- ▶ Showing a potential return on donor investment to research (less wasted money on failed interventions);
- ▶ Expanding the knowledgebase to understand “what works and what does not”, and so that examples of “what works” can be shared, replicated, and scaled up.

There are numerous opportunities to fund and conduct research related to hazardous child labour. This section of the report provides several examples in which the knowledgebase around hazardous child labour was expanded and used to inform interventions.

## › Exploding the knowledge base on hazardous child labour (International)

ILO surveys have yielded estimates of the number of children worldwide who are engaged in hazardous child labour and thus face some kind, or combination of, hazardous occupational exposures, but there is as yet little data to show the health effects and outcomes resulting from these exposures. The estimates show, for example, that 59% of children in hazardous work aged 5–17 are in the agriculture sector but it is not known how many of these children are injured because of using sharp tools, or lose an arm because of a thresher machine, or suffer from irreversible neurological damage due to pesticide exposure. The following example shows how even a comparatively small research project, through a systematic process, can set in motion an incremental process to expand knowledge on hazardous child labour.

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IPEC launched an in-depth literature survey to determine the current state of knowledge on impacts of hazardous child labour. The medical, health, and child labour literature was combed to identify studies, particularly those that were evidence-based, and categorize them according to sector and region. This compilation was designed as an on-line resource so that new work

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<sup>41</sup> NIOSH: Child labor research needs: Recommendations from the NIOSH child labor working team. (Atlanta, Centers for Disease Control and Prevention, 1997).



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can be added as it becomes available.

Through this process, researchers who combine both child labour and health expertise were identified. The International Training Centre of the ILO (ITC-ILO) in Turin then hosted a technical consultation to examine the gaps in knowledge from the standpoint of current operational, procedural, and policy needs in the areas of, for example, statistics (particularly on work-related injuries of children), psycho-social impacts of work on children, the youth employment-child labour linkage, hazards associated with specific types of work, and research needed to underpin the hazardous work lists. This group recommended a course of action and methods for filling these information gaps.

One of the outcomes of the Turin meeting was an important new study to develop a methodology for obtaining a global estimate of work-related injuries of children. This methodology was then tested, using data from over 20 child labour surveys and will form the basis for a manual to assist researchers and project managers in generating more and better data on hazardous incomes.

Finally, the startling results that were obtained from this significant sample of countries are going to form the basis for an advocacy campaign.

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The Encyclopedia of Occupational Health and Safety, launched by the ILO in 1930 and updated periodically, presents a panoramic view of the basic information available in the field. The Encyclopedia provides the general user with background information in an understandable manner that, at the same time, is considered rigorous by professionals in the field. Several thousand experts have written, reviewed, and updated its chapters, keeping an international perspective to addressing problems and finding solutions by those who personally know and understand the issues.

A new edition of the Encyclopedia, now in its 4th version, is forthcoming and will be available online to provide a better understanding of the multidisciplinary OSH field worldwide.

There are specific reasons for practitioners to take note of the OSH Encyclopedia: (1) it is a valuable resource for the design and implementation of activities in the area of hazardous child labour and youth employment; and (2) there is an opportunity to bring new sections to the Encyclopedia that specifically address the challenges to protecting children and youth from hazardous work.<sup>42</sup>

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<sup>42</sup> More information about the fourth edition can be obtained by sending an email to: [editor@iloencyclopaedia.org](mailto:editor@iloencyclopaedia.org). (A website is forthcoming). Individuals who are interested in proposing and authoring new chapters of the Encyclopedia should write to the same address.

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## › Improving reliability and accuracy of community monitoring data (Philippines)

In the case of hazardous child labour, where children may be at high risk of psychological or physical damage resulting from their work, it is crucial that the records on the children are correct. Yet it is always a challenge at the community level to document cases, and it is even more of a challenge to validate this information for accuracy. Following is an example of how a validation process, Lot Quality Assurance Sampling (LQAS),<sup>43</sup> which was originally developed for manufacturing, has been adapted to the monitoring of cases of children in hazardous work.

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World Vision, in collaboration with ChildFund in the Philippines has implemented a programme to improve the reliability and accuracy of child labour data. The project team first generated the sampling universe, which included all children being assisted in the second and third years of the project. Next, the team selected a random sample from among their implementing agencies of child records using an online random number generator.<sup>44</sup> The guidelines specified that, out of 19 cases selected from each executing agency, 16 should be found to have correct,<sup>45</sup> accurate and complete information on work and education status in order to be considered as valid. The project team also had a validation checklist, of which all 14 questions must be answered correctly to consider a sample case to be correct and accurate.

This data validation process has potential for being mainstreamed in the work of local government committees responsible for child welfare. At this level, they could use it in verifying the results of their policies and projects and in determining the quality of the outputs of their programmes. At the national level, validation can serve to ensure that correct information is being collected and reported to the public. Overall, this project ultimately found that accurate information on hazardous child labour in the Philippines provides a very important basis for crafting appropriate education programmes that will impact the affected children.

## › Centralized registration/intervention system on hazardous child labour (Chile)

The first step in establishing effective policies and programmes towards the elimination of hazardous child labour is understanding the extent of the situation locally, regionally, and nationally. Without a solid knowledge base of the problem, interventions may not be effectively developed, implemented, or enforced. The practice below from Chile provides an important example of why a centralized registration network for measuring child labour is essential in combating this problem.

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43 Lot Quality Assurance Sampling (LQAS) is a stratified sampling approach originally developed in the 1920s to test the quality of mass-produced manufactured goods. In its industrial application, LQAS is used to draw statistically reliable conclusions about the quality of a lot (strata) of products by testing the quality (pass or fail) of a relatively small, randomly selected sample of products from each lot produced by a machine. If a certain number of products fail the test, the entire lot is rejected.

44 For more information, visit: [stattrek.com/Tables/Random.aspx](http://stattrek.com/Tables/Random.aspx).

45 In LQAs, a sample size of 19 provides an acceptable level of precision for making management decision. A minimum 16 out of the 19 cases will be called as threshold or “Decision Rule”.

Chile has created an innovative national system to register and monitor children vulnerable to hazardous child labour, using new information and communication technologies.<sup>46</sup> It consists of a database that collects and systematizes information from the institutions<sup>47</sup> that detect and register cases of the worst forms of child labour. This system initiates follow-up support for the children registered (and also their families where relevant) through the nation-wide care network that includes official agencies, projects, and NGO services.

The primary aim of this system is to enable authorities to know how many and where children are exploited in the country in order to better target programmes. Instituting the system has also had a number of positive side effects. It has permitted key child labour concepts to be standardized among different agencies, thereby promoting inter-sectoral collaboration and mainstreaming of the topic in public policies. It has sensitized various public and private actors to the problem thus leading them to design activities directed toward children in hazardous work. It has also created an inter-institutional “work table” that convenes periodically and has helped ensure that services to at-risk children and families are coordinated and build upon one another. Finally, it has enabled feedback and monitoring of the commitments made by the various agencies.

The data coming out of this system has been an important source for policies and plans, publications, and awareness-raising seminars. Currently, the system is operating with more than 500 civil servants. They receive training on how to implement the registry and are supported with a manual and a module on “case monitoring” indicators that permits measurement of the effectiveness of the monitoring.<sup>48</sup>

This project was initially piloted in five regions with support from the ILO, and then was extended to the entire country using the Chilean National Service for Minors’ own resources. In the process of expansion, the Ministries of Education and Health were incorporated and the technology platform was improved to allow all the participating institutions to register children online and access up-to-date statistics.

Those replicating this system in other contexts may wish to consider these recommendations:

- ▶ From the beginning, a module should be designed for documenting the results of the interventions for the detected cases, as well as for generating appropriate statistics; both types of information are helpful for planning.
- ▶ The roll-out of the system should be accompanied by the training of those who will be using it as well as those using the data so that the system fuels itself.
- ▶ The design should incorporate, from the beginning, the possibility of automatic reports and feedback to the users.

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46 The Centralized Registration and Intervention System for the Worst Forms of Child Labour was created in 2003 by the Chilean National Service for Minors (SENAME) with support from the ILO.

47 The institutions that make up the Registry System are: the Ministries of Education, Health and Labour, the Bureau of Police Investigations, the Chilean police force and the SEMANE network.

48 See a diagram of the system on IPEC: A child in the worst forms of child labour, a story to follow: The Centralized Registration and Intervention System. IPEC good practices factsheets. (Geneva, ILO, 2010). Available at: [www.ilo.org/ippecinfo/product/viewProduct.do?productId=15095](http://www.ilo.org/ippecinfo/product/viewProduct.do?productId=15095).



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## Inspection, enforcement, and monitoring

# 12

All workers have the right to decent working conditions including minimum standards of safety and health, wages and working time. Labour inspectors are responsible for enforcing labour laws by carrying out workplace inspections to ensure that these standards are applied, even in the informal economy. In the case of certain vulnerable categories of workers, such as underage children or undeclared or migrant workers, labour inspectors should take special measures to prevent exploitation and to provide protection in conformity with national and international law.

It is important that projects working in the area of hazardous child labour realize these basic principles because even though there may be few inspectors in a particular country, they are an important ally as they are the ones with the mandate for protecting workers.

Here is a sampling of examples showing how various nations have taken advantage of the strengths of their labour inspectorate to address hazardous child labour.<sup>49</sup> For example,

- ▶ Inspectors regularly participate in child labour units and planning meetings (for example, Ecuador, El Salvador, Moldova and Turkey).
- ▶ The labour inspectorate along with the Ministry of Education undertake a training programme and awareness-raising campaign to detect the worst forms of child labour during the rice and coffee harvests (Dominican Republic).
- ▶ Labour inspectors provide training in a youth employment programme which has trained 20,000 youth from the informal economy for jobs in the formal economy as plumbers, automobile repair workers, and electricians, etc. (Dominican Republic).
- ▶ Labour inspectors, working in collaboration with other institutions, expanded their supervisory activities to include referral and monitoring services such as placing young children in primary schools, placing older children in vocational training centres and literacy courses, and following-up with the children's families (Turkey).
- ▶ Labour inspectors have been appointed as the focal points, responsible for coordinating efforts to combat child labour at the local level, in 47 districts (Morocco).

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In 2000, the Brazilian Labour Inspectorate coordinated the creation of special groups to combat child labour and protect adolescent workers (GECTIPAs). These groups existed until 2004, with the aim of generating skills and institutional capacity on child labour. Each federal state had at least two inspectors exclusively assigned to this issue, enabling more effective identification of workplaces using child labour. During this period, specific procedures and

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<sup>49</sup> ILO: Labour administration and labour inspection: Report V to the International Labour Conference (Geneva, ILO, 2011), p.86.

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techniques for inspection visits were developed for approaching and interviewing boys and girls. The GECTIPAs played an essential role in institutionalizing the eradication of child labour within labour inspection activities and contributed substantially to making combating child labour one of the mandatory objectives of inspectorates in every state, with the application of a new labour inspection methodology since January 2010.

The main instruments in the fight against forced labour in Brazil are the special mobile inspection groups (GEFM) created in 1995. GEFM action has helped rescue over 30,000 slave labourers. These multidisciplinary groups are coordinated by the Labour Inspection Secretariat of the Ministry of Labour and Employment, and each is composed of a labour lawyer, federal police and a labour inspector. Their objective is to respond to allegations of abusive and slave labour, to free the workers and to impose appropriate sanctions on the estate owners. To ensure successful operations and prevent corruption, confidentiality must be maintained before the teams go out. The teams are coordinated at the federal level. In some states (for example, Mato Grosso), where the skills of the labour inspectors investigating slave labour have been upgraded, these groups have been decentralized and operate at the state level.

Monitoring hazardous child labour situations can also expand beyond the labour inspectorates. Feasible, credible and cost-effective systems have been designed and institutionalized at community levels that verify, for example, that young children who are withdrawn from hazardous work are benefiting from social protection services and that no children replace those who are withdrawn. These systems have been designed to monitor and report on the child and family, school and workplace, nature of work and special circumstances such as hazardous child labour and placements through livelihoods trainings.

There are examples presented below of “good practices” that have specifically targeted the labour inspectorate and numerous partner or ally organizations to help ensure that children in danger of hazardous work are identified and that the situation is improved. Inspection, enforcement, and monitoring are critical components of a holistic approach to have long-term reductions of hazardous child labour.

### › **Monitoring school attendance of vulnerable children (Brazil)**

Most child labour monitoring systems are limited in scope to a few pilot areas, and therefore have yet to prove themselves on a larger scale. An even greater challenge is that of trying to identify children who are not yet in hazardous child labour but who have a high likelihood of becoming victims. Combining these two challenges – that of monitoring underprivileged communities for children at risk of hazardous child labour and monitoring on a large scale – the problem appears insurmountable. The Brazil example shows how the school system has been shown to be an effective means of monitoring large numbers of children at risk and thereby preventing their falling into hazardous child labour.

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One of the conditionalities of the *Bolsa Família* programme, which focuses on poor and extremely poor families, is the requirement that their children aged between 6 and 17 years old must attend school. Almost 18 million vulnerable children and adolescents are being individually monitored, with the rationale being that it is possible to prevent school drop-out by finding out the reasons why a child fails to attend school; once known, these factors can then often be addressed. Municipalities are required to submit information on school attendance

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of students covered by the *Bolsa Família* programme to the Ministry of Social Development.

The Ministry of Education, through the Continued Education, Literacy and Diversity Secretariat (SECAD), relies on a network of partners and operators of the *Presença* (attendance) system which makes information and forms available online to all municipalities and states. The municipal and state Education Secretariats have local operators to systematically record absences from school, and the schools themselves also register absences of students in this system.

Data on the school attendance of beneficiary students is collected at two-month intervals during the 5 bi-monthly periods of the school year. On these occasions, the operators access the *Presença* system to print out lists of beneficiary students by school and distribute them to the schools for them to fill in attendance information and update school information about the beneficiaries.

When a child's attendance falls below the level established in the rules of the *Bolsa Família* programme, the school must ascertain the reasons for this, and indicate this in a form. The possible reasons include health problems of the student or of a member of his or her family, school drop-out, child labour, domestic violence, sexual abuse or exploitation, and others. Low attendance is a warning sign for educators, managers and public authorities. Families that fail to satisfy conditionalities of the programme are visited and included in an intensive programme of family counselling and assistance<sup>50</sup> that involves an integrated team of social welfare, health and education agencies and Guardianship Councils.

The data produced by this system provides important information for guiding the programme in the future and evaluating its effectiveness.

### › Volunteer community monitors as intermediary change agents (Cambodia)

Children often work in subsistence farming alongside their families to eke out a living. The distinction between acceptable and unacceptable work is blurred due to need, lack of knowledge about the rights of children, lack of enforcement of labour laws, limited school facilities, and other factors. This example from Cambodia shows how hazardous child labour in subsistence farming and fishing can be controlled through child labour monitoring.

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Winrock International's child labour elimination programme in Cambodia promoted volunteer Child Labour Monitoring Committees (CLMCs), consisting of community members who were concerned about the welfare of their people, such as the village chief, youth and parents' representatives, teachers, police, and community council members. Throughout this programme, CLMC members were trained to identify children in and at risk of hazardous child labour in farms and fishing communities and to assist these children in accessing educational and training services. The CLMC members were also responsible for providing children with counselling and information, informing their parents about the harmful effects of hazardous child labour and the long-term benefits from pursuing their education, and monitoring the children over time to ensure that they remained in school and stayed out of hazardous child labour.

Each CLMC member, elected by the community, assigned themselves a specific number of children to monitor and counsel. Children withdrawn or prevented from hazardous child

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<sup>50</sup> The Programme for Integral Assistance to Families (PAIF) implemented by the Social Assistance Reference Centers (CRAS).

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labour by CLMC members have testified to the fact that the CLMC members were instrumental in providing them (and their parents) with information and advice which enabled them to solve some of their difficult work situations and encouraged them to continue their education.

The programme indicated that CLMCs offered a “good practice” for keeping children out of hazardous work and were successful because the monitoring volunteers were chosen directly by the community based on criteria set by the community members, such as earned trust and demonstration of commitment to community and others. The volunteers were also knowledgeable about the community’s conditions and had personal knowledge about each child and his/her family, allowing for a more personalized approach that was highly valued in the Cambodian culture.

The volunteer community monitors have now been officially recognized in their districts and can thus play a more official role in ensuring that all children in their communities are helped to access education and remain out of hazardous child labour. This “good practice” promotes community empowerment, adheres to proven effective approaches in managing community change processes, involves minimal resources, has high potential for being scaled up, and is replicable in many settings that address the elimination of hazardous child labour.

### ➤ **Local vigilance committees to stop trafficking for hazardous child labour (West Africa)**

Children working in hazardous sectors in West Africa are sometimes also victims of trafficking. They are brought to work as agricultural labour on cocoa and palm oil plantations in Mali, in mines in Côte d’Ivoire and Burkina Faso, and as market porters and servants in the cities. The town of Koutiala, near the Burkina Faso border, is on the main north-south road leading to Côte d’Ivoire. This example shows an innovative approach to monitoring the occurrence of trafficking for hazardous child labour.

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Since 2001, nine countries (Benin, Burkina Faso, Cameroon, Côte d’Ivoire, Gabon, Ghana, Mali, Nigeria and Togo) have been working together to fight child trafficking through the IPEC project “Combating the trafficking in children for labour exploitation in West and Central Africa” (LUTRENA).<sup>51</sup> While the problem of child trafficking into hazardous child labour had been noted and addressed at the highest levels of government, the challenge was to stop it at its source. With this being said, one of the most important strategies of this project has been the creation of local vigilance committees (LVCs).

Local vigilance committees (LVCs) consist of community volunteers. Their chief role is to mobilize the community to take action against trafficking, monitor the well-being of local children as well as migrants, identify and intercept children at risk of becoming victims of trafficking and coordinate the offering of direct assistance services to children in need. The project found that LVCs are an effective and appropriate structure to curb trafficking because they work directly with the children most at risk of being trafficked and their families. LVCs play a primary role in preventing trafficking by identifying and tracking traffickers, monitoring the borders for cross-border movement of children, and repatriating trafficked children. Strategies used by LVCs include:

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<sup>51</sup> This IPEC project was implemented to eliminate hazardous work for children in various occupational sectors.



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**1. Community-based child monitoring:** LVCs survey the movement of children, keep records, and report possible cases of child trading or child trafficking to authorities.

**2. Institutional presence:** The LVCs have badges, bicycles, T-shirts, and other identifying mechanisms that alert traffickers to their presence and help to build confidence among village residents.

**3. Public information events:** LVCs hold regular community-wide, awareness-raising sessions where videos are shown and discussions are held explaining trafficking, the exploitative and hazardous child labour in which trafficked children end up, and the new anti-trafficking laws in their countries.

To train the LVCs, organizations that specialized in child protection and community development and which had a proven track record in the target area were selected. The results are telling: since 2005, they have repatriated 430 children and more than 3,500 children have been re-enrolled in public school or vocational centres after being taken away from their homes for hazardous child labour. The LVCs have worked with school boards, teachers, journalists, parent and teacher associations, as well as government officials to monitor children and attempt to provide meaningful options for them and their families. By bringing needy families into contact with service agencies, the LVCs have helped more than a thousand families to access assistance in order to start up small income-generating enterprises.

While the LVCs appear to be independent and autonomous units, they are linked to the national institutional framework fighting against child trafficking and exploitative child labour. The link needs to be a continuous and two-way exchange of information. While administrative documents exist which outline the purpose and mission of LVCs and to whom they report, in order to sustain their efforts, LVCs need public recognition for the work they do, both in the community and at the national level. Their efforts save the lives of the children in their communities, but it must be acknowledged that they are contributing to the social and economic future and the political stability of their countries as well.

## › Establishing effective child labour monitoring systems (Tanzania)

When projects start in a new area, the number and condition of children engaged in hazardous work is often virtually unknown. Is it always necessary to undertake an expensive survey? Or would a child labour monitoring system, if put in place at the beginning, be sufficient to generate the information needed to design the programme? This example from Tanzania describes how they opted for the latter and the process they used to go about it.

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Before the creation of the IPEC project “Child Labour Monitoring System”, developed specifically to identify victims of hazardous child labour, in the Urambo district of the Tabora region, there was no system for identifying child labour, yet it was evident that hazardous child labour was going on especially on the tobacco farms. Therefore, one of the project’s initial activities was to introduce a child labour monitoring system (CLMS) for the purpose of identifying victims of hazardous child labour and referring them to educational services.

In collaboration with tripartite partners, a structure for monitoring child labour at multiple levels was created: this included the Village Child Labour Committee (VCLC), the District Child Labour Sub-committee (DCLSC) with a District Child Labour Coordinator, and the National

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Inter-sectoral Coordination Committee (NISCC) with a National Child Labour Coordinator (NCLC). These bodies contained representatives from all the key ministries.

Action took place at both the local and national levels. The project started at the local level by raising awareness of the key actors in local government districts about the CLMS. Then data collectors were trained and child labour-related indicators were identified and integrated into the local government database. VCLC members in the target districts made regular quarterly visits to the tobacco farms with a focus on identifying boys and girls working on the tobacco farms.<sup>52</sup> When a child was identified, s/he would be removed by the VCLC, in collaboration with implementing agencies and the district council, and referred to educational centres in the district. Copies of the report on the identified child would be submitted to the District Child Labour Coordinator's office for documentation and analysis.

CLMS has since been piloted in 16 other districts through the IPEC Time-bound programme and observed to be working effectively in the region. There is a potential for quickly integrating CLMS into local governance institutions in the country because of the ongoing local government reform programme.

However, one challenge has been the need to compensate the local child labour committees for their participation in monitoring activities. The demand for incentives is high from some of the VCLCs and this has been shown to be a key determinant in the sustainability of the CLMS. Therefore, a lesson learned is that future CLMS initiatives should aim to develop appropriate strategies for providing incentives to community groups. Another challenge that needs to be met at the outset of any new programme is that of defining options for delivering the necessary training, tools and equipment for data collection so that the CLMS can be mainstreamed and scaled-up in official government structures.

### › **Generating information through monitoring and enforcement activities (Cambodia)**

Often an area has multiple forms of hazardous child labour. Should they be treated separately? From the standpoint of identifying and enforcing child labour regulations, it is preferable to have a coherent system that covers them all. In this example from Cambodia, there were three sectors where children and youth were observed to be engaged in exploitative and hazardous child labour: salt making, rubber plantations and fishing/shrimp processing.

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The team of the IPEC project “Combating child labour in hazardous work in the three sectors of salt production, fishing and shrimp processing, and rubber plantation”<sup>53</sup> worked with labour inspectors to enforce OSH guidelines among employers through frequent dialogues. In addition, a comprehensive monitoring process with community member participation was developed to ensure that working children were not engaged in hazardous child labour and were attending school classes regularly.

The project started out with awareness-raising and capacity-building among the employers. Then a database was developed in each sector to generate information on the monitored children

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<sup>52</sup> Nicotine can be absorbed through the skin when the tobacco leaves are wet, causing a disease known as Green Tobacco Sickness. Other aspects of tobacco farming were also hazardous for children.

<sup>53</sup> An IPEC project aimed to implement a reliable monitoring and enforcement network to eliminate the hazardous work of children.

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and on the factories and workplaces. This sector-specific approach, however, was found to be ineffective, so all sectors were integrated into a single database. This process allowed the project team to keep track of, and to evaluate, the CLM and OSH interventions. Monitoring and OSH compliance work generated quantitative and qualitative information which, when it was properly recorded, could yield valuable inputs that fed into the entire prevention and removal process.

Overall, across the three sectors, the action taken to monitor the working children and enforce action against hazardous child labour resulted in safer and better working conditions, reduced working hours and led to a general increase in attendance in non-formal education classes and in formal schools.



## CONCLUSIONS

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### *Blazing the way for adolescent workers*

For too long, adolescent workers have slipped through the cracks, in large part because project managers have been unsure of what to do for them. They are too old, really, to send back to school and there are too few places in vocational training centres to accommodate the thousands who would benefit from further education. Not an insignificant number by now have children of their own. Yet they are still considered to be child labourers – caught in the worst forms of child labour – because they are working in hazardous conditions or in hazardous kinds of work.

For too long also, many a young child in hazardous work has been neglected because projects have been intent on removing children from prostitution, bondage, armed groups or being trafficked. Important as these may be, they account for only a very small percentage of the worst forms of child labour.



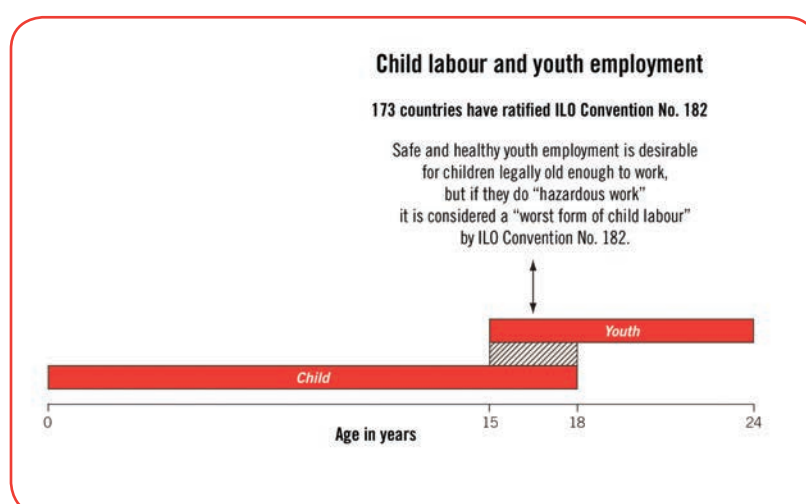
Whereas the girl who works as a “helper” in the household for 14 hours a day, the boy who cleans out chemical barrels in the tannery, the children who, from the time they are old enough to walk, pound stones into gravel alongside the highway or lug building materials in the brickyard, slip through the cracks. These children, we agree, deserve attention but they present particular challenges. Usually they are very poor, in the poorest countries, and are frequently working in out of the way or hard to reach places. A child working as a domestic servant is hard to reach.

What is to be done? Take the low-hanging fruit – or explore new, innovative initiatives to meet the needs of these more challenging to reach groups of children – the old and the young – who need help. It is important to remember that children in hazardous child labour are not just losing an education; they are at risk of losing a limb or their lives.

The purpose in organizing the meeting, “Creating Safe Futures”, Washington DC on the 2nd June 2011, was to begin a dialogue among practicing child labour agencies and to simulate new thinking and new approaches to the plight of the children who are at high risk and who are falling between the cracks. This compilation captures some of the keen new ideas presented in this meeting. It also reminds us of some of the tried and true solutions that warrant being continued and scaled up. Unfortunately, although there are numerous good examples of effective solutions, these solutions are still only reaching a small percentage of the 115 million children engaged in hazardous child labour.

This is why it is crucial to partner with new allies – for example, those promoting youth employment and the health community at all levels – and invite them to join in a very practical, results-oriented, and coordinated campaign of action. Countries like Brazil have blazed the way to demonstrate how the marriage between labour and health (along with others) can take the prevention, protection and rehabilitation of children from hazardous child labour to scale. The country-wide service network of the public health system plus the technical expertise of the medical practitioner can give the response to hazardous child labour a new strength and reach. Conversely, the fact that the public is distressed about the worst forms of child labour means that the health field can also benefit – in part from new attention, in part from the child labour field’s efforts to address root causes – poverty and social exclusion.

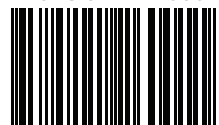
A multidisciplinary approach is what will help to reverse the complicated and interwoven factors that are responsible for bringing children into hazardous work in the first place, and will help to make workplaces safer for everyone.



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