

UNITED NATIONS SYSTEM
priorities to address

CHILD LABOUR

in LATIN AMERICA AND
THE CARIBBEAN

A common commitment



Inter-Agency Group on Child Labour



Prioridades del SISTEMA de
NACIONES UNIDAS para abordar el
TRABAJO INFANTIL
en AMÉRICA LATINA
Y EL CARIBE

Un compromiso común



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Acronyms

CEPAL	Economic Commission for Latin America and the Caribbean
FAO	United Nations Food and Agriculture Organisation
ILC	International Labour Conference
IPEC	International Programme on the Elimination of Child Labour
OECD	Organisation for Economic Cooperation and Development
ILO	International Labour Organisation
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
PAHO/WHO	Pan American Health Organisation/World Health Organisation
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNDG LAC	UN Regional Development Group for Latin America and the Caribbean
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund



Introduction

The International Labour Organisation (ILO) presented to the UN Development Group for Latin America and the Caribbean (UNDG LAC) the *Proposal for interagency action for the prevention and eradication of child labour in Latin America and the Caribbean* during the meeting held in Guyana in October 2012.¹ Therein is emphasised the need to address this problem from an interagency perspective to contribute to meeting the Millennium Development Goals (MDGs).²

As a result, the creation of the Interagency Group on Child Labour (GITI, for its acronym in Spanish) was agreed on. The Group is led by the ILO and comprised of the Pan American Health Organisation/World Health Organisation (PAHO/WHO), the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the UN Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Organisation for Food and Agriculture (FAO), the United Nations Children's Fund (UNICEF) and the United Nations Educational, Scientific and Cultural Organisation (UNESCO). The main objective of the GITI is to work jointly to promote, as a matter of urgency, the elimination the worst forms of child labour by 2016, intensifying actions for prevention and eradication of child labour in the action plans of the group's member agencies.

Moreover, the action of the GITI, as instrumental support to the United Nations System, is aimed at building capacity within the countries' national policy priorities and, in turn, is framed within broader cross-cutting human rights, gender and sustainable development approaches, pursuant to the respective international legal instruments that support it. In this sense, the commitment of the agencies involved aims to generate a coherent regional coordination in order to operatively facilitate quick, multifaceted and effective responses (from a development cooperation standpoint) to countries in the

¹ United Nations Development Group for Latin America and the Caribbean

² *UN Millennium Development Goals*. Available at: <http://www.un.org/es/millenniumgoals/>



region, within the framework of: the Paris Declaration on aid effectiveness to development (2005); the Accra Declaration (2008); the Busan Declaration (2011), which affects the benefits offered by South-South cooperation and triangular cooperation; and the latest Quadrennial Comprehensive Policy Review (QCPR - 2012).

The initiatives and activities for prevention and eradication of child labour that the cited agencies carried out in Latin America and the Caribbean during the years prior to the formation of GITI focused on making visible the invisible problem of child labour, mainstreaming the issue into the development agendas. In this way, efforts were directed towards the adoption of related international norms by the countries. A clear example of this was the search for the ratification by governments of Convention No. 138 concerning the Minimum Age for Admission to Employment (1973) and Convention No. 182 concerning the prohibition and immediate action for the elimination of the worst forms of child labour (1999). Similarly, the United Nations System sought that the countries should sign and/or adopt the Convention on the Rights of the Child and its two Optional Protocols (1990). Subsequently, the States advanced towards aligning their legislations with the international mandates on their own initiatives and with the support of the UN System Agencies. These joint efforts and technical assistance from GITI participating agencies enabled countries and their governments to formulate public policies and create institutions responsible for developing strategies and plans aimed at preventing and eliminating child labour. These efforts were also targeted to meeting the goals and objectives outlined in the agreed global strategies on the subject. At the same time, the agencies also developed direct and indirect-action programmes for prevention and eradication of child labour with various public and civil society stakeholders, including the social partners. The outcomes of these initiatives played an important role in the introduction of child labour concerns on the discussion agenda and achieved the withdrawal of numerous children and adolescents from child labour, especially its worst forms.

Thanks to the interagency effort, more information and knowledge are now available on this problem in Latin America and the Caribbean. The development of reliable statistics has served to make visible and to monitor the evolution of child labour in the region, which shows a heterogeneous reality, with big differences between and within countries, indicating the need for actions consistent with each country's characteristics and needs. At the regional level, during the period comprised between 2008 and 2012 the number of children and adolescents in child labour declined by 1.6 million³. But the latest data confirm that there has been a stagnation regarding children involved in the worst forms of child labour, both in relative and absolute terms: in 2008 there were about 9.43 million children aged 5 - 17 in child labour (6.7 %), a figure that rose slightly to 9.63 million in 2012 (6.8 %). It is important to consider



that during the period under study, the population of children aged 5 - 17 years also increased slightly from 141.03 to 142.69 million. Also, about half of the youth from the most recent generation (20-24) has not completed secondary education in Latin America and the Caribbean.⁴

It should be noted that the region has experienced a decade of sustained economic growth. Since 2002, poverty fell by 58 million people, but there are still 167 million people living below the poverty line (with a rate of 28.8 %). Between 2000 and 2010, in 13 of the 17 countries for which data are available, inequality fell due to an improvement in labour income, increased access to education by disadvantaged populations and greater and more progressive government transfer programmes.⁵

Despite the good news, Latin America and the Caribbean continue to face structural challenges that impede progress in the fight against poverty and inequality, which is a major challenge for the GITI. Many individuals living in poverty make up specific groups which do not benefit as quickly or as easily with more of the same,⁶ such as the elderly, the unemployed youth, women of working age outside the labour market, people with physical disabilities, indigenous peoples, and children.

The main objective of the GITI is to work jointly to promote, as a matter of urgency, the elimination the worst forms of child labour by 2016, intensifying actions for prevention and eradication of child labour in the action plans of the group's member agencies.

Advances and challenges in terms of growth and reduction of poverty and inequality are part of the region's consolidation as a one of middle and upper-middle income countries. However, this process will remain incomplete without deliberate social inclusion policies that will confront the many inequalities explicitly. Without such policies, it is unlikely that the pace of social and economic achievements of the last decade can be maintained, particularly if, as some forecasts suggest, the region should face a slowdown in economic growth in the coming years.

Along this line, the challenges ahead for public policy in Latin America and the Caribbean are very different, but are in a sense concentrated in two main areas, fiscal and institutional. In the fiscal area,

4 UNESCO (2013) *State of Education in Latin America and the Caribbean: towards education for all by 2015*. Available at: http://www.orealc.cl/educacionpost2015/wp-content/blogs.dir/19/files_mf/efainformefinaldef57.pdf

5 Lopez-Calva, LF, N. Lustig and O. Juárez (2012) *Declining Inequality in Latin America in the 2000s: The Cases of Argentina, Brazil, and Mexico* Tulane Economics Working Paper Series, Working Paper 1218, September 2012.

6 Gray -Molina, G. and S. Martinez -Restrepo (2013) *“Los frutos más difíciles de alcanzar en el desarrollo de América Latina,”* Investigative Note on Human Development for Latin America and the Caribbean, 1/2013, United Nations Development Programme.



the region will increase its tax burden to the levels of the countries of the Organisation for Economic Cooperation and Development –OECD (which is about 30% of GDP, versus 22% in the region). This must be achieved so that poor and vulnerable individuals and households will not suffer from it but, on the contrary, be benefited by it. Government spending also must become more effective: while OECD countries reduce their internal inequalities through fiscal policies in the order of 15-20 percentage points, the equivalent impact in Latin America and the Caribbean ranges from 2 to 3 points. In the region, what the state accomplishes on the one hand through social transfers and services, is almost completely offset on the other through indirect taxes.⁷ In the institutional area, it is well known that the quality of services in the region must improve. Again and again it has been seen that social protests pointing initially to inefficient public services could give rise to greater demands, and in some cases even call to question the very legitimacy of governments. This reality sends out a loud and clear message: institutions that are efficient, transparent and open to public participation are as important as fiscal resources. The quality of policies, not just the funding, plays an increasingly dominant role.⁸

For all these reasons, the situation of child labour in Latin America and the Caribbean calls for further efforts by the Agencies struggling to prevent and eradicate this scourge, and for formulas and strategies that are more effective and suitable to the local realities to eliminate the worst forms of child labour. It is urgent to address the issues of rural child labour, domestic work, the violation of the guarantee of the right to education of child labourers and children who have dropped out of school or exhibit chronic poor school performance, human capital formation and access to employment and child labour in indigenous peoples, among others. It will be necessary to maintain a holistic approach by considering the co-existence and synergy between poverty and child labour and reinforcing the gender perspective. In addition, through coordinated interagency action, resources will be optimised and results will be strengthened.

The Interagency Group on Child Labour (GITI) recognises these and other challenges as part of a Latin American reality that is difficult to transform, in which the States are faced with constraints but also with opportunities to be seized. It is clear that these general challenges in turn hinder placing the fight against child labour, particularly its worst forms, among the priorities of the public agendas of the countries of the region. However, the GITI is convinced of the importance of effectively positioning the subject, not only for regulatory and legal reasons, but because failing to do so would literally compromise the future development of societies in the region. In the same way, the GITI is convinced

7 Lustig, N. et al (2013) "The Impact of Taxes and Social Spending on Inequality and Poverty in Argentina, Bolivia, Brazil, Mexico, Peru and Uruguay: An Overview." CEQ Working Paper No. 13, Commitment to Equity initiative, August 2013

8 UNESCO (2013) *State of Education in Latin America and the Caribbean: towards education for all by 2015*. Available at: http://www.orealc.cl/educacionpost2015/wp-content/blogs.dir/19/files_mf/efainformefinaldef57.pdf



that even in such a complex context there is room for effective action in several priority areas of the problem, and that it is important to add its own efforts to those being undertaken by all the private and public stakeholders and social partners involved. This very belief has led the various agencies to address the problem of child labour separately according to their own individual mandates, and now is driving them to begin working together on a common working agenda on the matter, which is expected to be a purposeful and useful one for the Latin America and the Caribbean countries.

This report describes some of the contributions of these agencies in their fight against child labour, emphasising the added value of US System interagency action. The report takes as its starting point the Global Action Plan of the ILO on the Elimination of Child Labour, which incorporates the Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016, adopted at the Second World Conference on Child Labour held in The Hague⁹, and highlights the need for a multilateral approach to combat the multifaceted nature of child labour. The information is presented in two chapters: The first chapter gathers the initiatives undertaken by the agencies as required by the The Hague Roadmap, and identifies areas in which there has been greater activity, while pointing out existing gaps and outstanding commitments. The second chapter analyzes the challenges from an interagency perspective, identifies opportunities, and provides a set of recommendations for the GITI participating agencies with a view to making interagency action more effective and accelerating the pace of reducing child labour.

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⁹ ILO (2010) *Roadmap for Achieving the Elimination of the Worst Forms of child labour by 2016* (The Hague) Available at: <http://www.ilo.org/ipecinfor/product/viewProduct.do?productId=13454>



Commitments and contributions made

Then, actions taken by GITI agencies in the last five years are addressed based on the commitments agreed to in the The Hague Roadmap and with reference to the definitions in Article 3 of Convention No. 182 and accompanying Recommendation 190, based on which the ILO makes specific recommendations for countries to undertake prevention and eradication of child labour¹⁰. The chapter will be developed taking into account the structure established by the The Hague Roadmap.

I. ACTION OF UN SYSTEM AGENCIES IN BEHALF OF GOVERNMENTS

This section gives an account of government contributions to achieve the elimination of the worst forms of child labour by 2016, indicating which initiatives were driven by the agencies to strengthen the action of governments in the adoption and implementation of commitments towards prevention and eradication of child labour. Given that governments have the primary responsibility for this objective, government action has been divided into four policy priorities in line with the provisions of the The Hague Roadmap.

1.1. Agency action in terms of international and national legislation and enforcement

The The Hague Roadmap establishes the need for governments to apply the Fundamental Principles and Rights at Work (ILO Declaration 1998), as well as the ratification and implementation of Conventions on child labour and children and adolescent rights. Also it con-



siders it essential that governments adapt the national legislation to international standards, according to the adopted commitments, and thus ensure the rights of all children and adolescents¹¹.

The ILO has promoted the ratification of the Conventions relating to the prevention and eradication of child labour, especially its worst forms, as well as the adaptation of national legislation to international standards. Furthermore, the implementation and ratification of Conventions No. 169 (concerning indigenous and tribal Peoples)¹² and No. 189 (on women workers and domestic workers)¹³ have been a priority for ILO action. However, success in this area has been relative, since during the period only Chile and Nicaragua ratified Convention No. 169, while Uruguay, Bolivia and Nicaragua ratified Convention No. 189. However, in the last five years, the work of the ILO has been focused on supporting the implementation of regulations, modifying the criminal codes, raising the minimum age in several countries in the region, approving and updating lists of hazardous work, reforming codes on children and adolescents and labour codes for teenage labour regulation, as well as contributing to criminal law reforms to sanction the commercial sexual exploitation of children, among others.

Guaranteeing the right to education is imperative for the reduction of child labour and the protection of the fundamental rights of children and adolescents. UNESCO promotes and monitors the implementation of the right to education set out in the Universal Declaration of Human Rights and in various international instruments and in particular monitors and deals with the accountability of Member States that have ratified the Convention Against Discrimination in Education, adopted by the General Conference of UNESCO on December 14, 1960. As set out in this instrument, no child, for any reason, may be excluded from the guarantee of their right to education.

For its part, UN Women, in collaboration with other agencies, achieved the implementation of advocacy initiatives contributing to the mobilisation of domestic women workers in the region. Particularly in Brazil, UN Women worked together with the Special Secretariat of Policies for Women and with the ILO. As a result of these initiatives, Convention No. 189 and Recommendation No. 201 concerning Decent Work for Women Workers and Domestic Workers were adopted in June 2011 by the ILO's 100th International Labour Conference (ILC). Furthermore, the UNFPA also worked with the governments in the region with a view to signing and ratifying the Ibero-American Convention on the Rights of Youth, which recognises the rights of all youth aged between 15 and 24 years to enjoy all human rights, that

11 ILO (2010) *Roadmap for Achieving the Elimination of the Worst Forms of child labour by 2016* (The Hague) Available at: <http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=13454>

12 *ILO Convention 169 on Indigenous and Tribal Peoples in Independent Countries* (1989). Available at: http://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-santiago/documents/publication/wcms_178436.pdf

13 *ILO Convention 189 and Recommendation 201* (2011): decent work for women workers and domestic workers. Available at: http://www.ilo.org/travail/whatwedo/publications/WCMS_168267/lang-es/index.htm



is, the rights to non-discrimination, gender equality, personal integrity, protection against sexual abuse, sexual education and the right to work once the permitted age is reached –clearly marking the age limit for this right and excluding children under 15 years.

The agencies' efforts were also directed towards the incorporation of the principles to combat child labour in national legislation, as well as to observe their compliance and disseminate their information. Consequently, it is worth noting the work of the ILO and UNICEF in promoting the adoption of codes or comprehensive protection laws, and the creation and adaptation of legal frameworks aimed at prevention, protection, and restoration of children and young workers, including penalties for noncompliance with child labour standards. UNICEF also had an important role in supporting the implementation of the recommendations of the UN Committee on the Rights of the Child. The cases of Guatemala and Bolivia can be mentioned by way of example. In Guatemala, UNICEF provided technical support in the drafting of the *Special Criminal Law Against Sexual Violence, Exploitation and Trafficking in Persons*, which includes a specific article which determines the penalty for those who employ underage children in harmful and dangerous work activities that undermine their health, safety, integrity and dignity.¹⁴ In the case of Bolivia, technical support was provided for the drafting of a participatory approach to reform Title 6 of the Code for Children and Adolescents, and for the amendment of the labour legislation to set 14 as the minimum age for admission to employment, thus ensuring the protection of adolescent workers.¹⁵ In coordination with the ILO and the Ministry of Labour, Bolivia also drew up an updated list of the worst forms of child labour in the country.¹⁶

For its part, the ILO has led and facilitated progress in the development of action plans and a great number of initiatives. Many countries have adopted laws and regulations over the last five years, namely the reform initiatives of the Code on Children and Adolescents and the Law on Protection of the Rights of Adolescents in Domestic Labour and the Regulatory Compendium on Commercial Sexual Exploitation of Children and Adolescents, in Costa Rica. Also, the ILO provided technical assistance to the governments of Panama, the Dominican Republic and the Central American countries for the development of the Roadmap to make Central America, Panama and the Dominican Republic a Child-Labour Free Zone. The ILO also supported the Government of Colombia in the development and adoption of the National Strategy for Prevention and Eradication of the Worst Forms of Child Labour and Protection of Young Workers for 2008-2015, and its territorial decentralisation.¹⁷ Similarly, there were opportunities

14 ECLAC and UNICEF (2009) *Child Labour in Latin America and the Caribbean: its invisible face*. Available at: <http://www.margen.org/trabinf/Boletin-desafios8-.pdf>

15 UNICEF Bolivia (2011) *Annual Report 2010: Promoting and protecting the rights of Bolivian children and adolescents*. Available at: http://www.unicef.org/bolivia/overview_23113.htm

16 UNICEF Bolivia (2010) *Annual Report 2009: Supporting public policies for Bolivian children and adolescents*. Available at: http://www.unicef.org/bolivia/overview_21700.htm

17 Available at: http://apps.mintrabajo.gov.co/siriti/info/estrategia_colombia_2008_2015.pdf



for inter-agency cooperation as evidenced by the Joint Programme to Support the National Plan for Child Labour Prevention and Eradication during the biennium 2008-2009.¹⁸

Furthermore, in fulfilment of their mission to protect the health, growth and development of children and adolescents, and to help achieve the Millennium Development Goals, PAHO/WHO and the North American Commission for Environmental Cooperation (CEC), the Organisation for Economic Cooperation and Development (OECD), the United Nations Children's Fund (UNICEF) and the United Nations Environment Programme (UNEP) designed and conducted several pilot projects within the framework of developing *Children's Environmental Health Indicators: from theory to practice. Implementation of an initiative launched at the World Summit on Sustainable Development*. This project, based on a Multiple Exposures Multiple Effects (MEME) model, selected and published a set of children's environmental health indicators within the framework of the Alliance for Healthy Environments for Children, established at the World Summit on Sustainable Development by the World Health Organisation in 2002, thereby stressing the need to monitor the situation of children's environmental health through the identification and surveillance of indicators of the hazards present in the environment in general and in the workplace in particular, and the possible harm to children's health. These indicators explain how and why children's health and development are affected, and then recommend a series of measures including the definition of public policies to prevent exposure and harm, and promote healthy growth and development.¹⁹ Also, following up on the indicators and in an effort to determine the level of progress in achieving the Millennium Development Goals concerning children's health, the PAHO published in 2011 an Atlas of Children's Health in the Americas which describes the status of these indicators in the hemisphere, as well as the gaps the countries must overcome in order to achieve the Millennium Goals they committed to achieve.²⁰

Concerning access of children and adolescents and their families to justice, since 2008 the UNFPA has supported through the governments of Guatemala, El Salvador, Honduras and Nicaragua the adoption and implementation of models of care for victims of sexual violence. These models have been adopted by the health, justice and law enforcement sectors and women's institutions.

This summary of the agency's individual and joint actions, including the work done within the framework of the ILO's International Programme on the Elimination of Child Labour (IPEC) are a sample of the scope that can be achieved through coordination in terms of effective promotion, adoption and

18 UNDP Argentina, ILO, UNICEF and the Ministry of Labour, Employment and Social Security (2009), *Manual para la constitución del Observatorio Regional sobre Trabajo Infantil y Adolescente*. Available at: http://www.undp.org.ar/docs/Libros_y_Publicaciones/Manual_Observatorio_Regional_Trabajo_Infantil.pdf

19 Briggs, David (2006) *Making a Difference: Indicators to Improve Children's Environmental Health* (Washington DC: PAHO)

20 PAHO (2011) *Atlas of Children's Health in the Americas*. Available at: http://www.paho.org/hq/index.php?option=com_content&view=article&id=6533&Itemid=39400&lang=es



enforcement. Initiatives in relation to the legal framework were carried out through the modification, updating, enactment and amendment of laws, guidelines, regulations, decrees, resolutions, regulations, codes and roadmaps.

1.2. Agency action in terms of education and training

On this part, the The Hague Roadmap establishes the need to expand and improve access to quality, free and compulsory education for all children, with special attention to girls, and ensure that all those below the minimum age for employment are enrolled in full-time shifts and –as appropriate and in line with the relevant international labour standards– are provided vocational or technical education. UNICEF and UNESCO contribute and promote the design of public policies that promote quality education for everyone. Similarly, they work to generate information and build capacities through the production of data and programmes, providing strategic coordination for expert assistance oriented toward the design of models, mechanisms and work plans, and the establishment of monitoring and evaluation systems and processes for the transfer of skills, knowledge and data in Latin America and the Caribbean. Furthermore, UNESCO monitors and informs the commitments of the World Declaration on Education for All emanated from the Summit by the same name held in Dakar, Senegal, in 1990. In it, the countries reaffirmed their collective commitment to adapt the right to education to the realities of today and tomorrow, and committed to *act cooperatively through our own spheres of responsibility, taking all necessary steps to achieve the goals of the education for all*, a commitment which entails legal obligations, whose scope can be appreciated in the light of international humanitarian law.

Additionally, the The Hague Roadmap also proposes the adoption of strategies to eliminate the costs that constitute a barrier to access education, as well as strategies to promote and monitor school enrolment, attendance, retention and reintegration and create a suitable learning environment for children in which they are protected from abuse, violence and discrimination. UNESCO has promoted the adoption of these and other measures through various actions that are part of the monitoring framework to realise the Right to Education and the commitments of Education for All, advocating especially to eliminate the two biggest obstacles to guaranteeing the right to education: dropping out and the lack of quality education for those who manage to stay in the school system –both closely related to the situation of working children and adolescents.

Through various actions, attendance has been promoted and assistance has been provided for the creation of inclusive education systems that will expand access to education for traditionally excluded groups, bringing schools closer to marginalised communities and creating ‘second-chance’ education programmes. The equitable distribution of qualified teachers has also been promoted, focusing on



financial and pedagogical disadvantaged schools, developing disaggregated data to identify the most marginalised populations, monitoring their progress, and improving the effective enforcement of anti-discrimination legislation. Also, the The Hague Roadmap establishes the need for concrete plans and mechanisms to meet the needs of the children involved in the worst forms of child labour, and to assist their transition to education or adequate vocational training. To achieve these goals, UNDP established the *Creciendo Juntos* Programme in Colombia, which implemented a strategy to strengthen protective environments with families and educational institutions using a situational mapping methodology to assist in determining the vulnerability and risk situation of children and youth.²¹

UNICEF and the Statistics Institute of UNESCO prompted a Global Initiative for out-of-school children, which aims to build evidence on the phenomenon of educational exclusion and identify resolution strategies that will allow the full realisation of the right to be in school and access quality education. This initiative also proves that, although participation in the education system by working children remains at an acceptable level in some countries, very often exposure to educational exclusion is linked to the household's socioeconomic status and the schooling level of the household head. Data from four region countries (Bolivia, Colombia, Brazil and Mexico) have revealed a trend that establishes a clear link between child labour and school attendance, with lower attendance rates for children in child labour.²²

For their part, the initiatives of FAO and PAHO have supported the creation of a suitable environment conducive to education and learning. The FAO has provided technical assistance to the Ministries of Education in school feeding programmes helping improve children's school performance, as well as reinforcing the parents' commitment to keep children in school.

Within the framework of prevention and eradication of child labour in artisanal mining in Colombia, the ILO also supported the integration of methodological proposals for strengthening the education sector and services to make appropriate use of free time, which are essential for achieving the removal of children from harmful activities. Using an personal development approach, education proposals were created, such as *Ruta Pedagógica*, which was further strengthened by *Aula Viva*. *Preparaciones para Atraer el Amor al Aula*,²³ *Travesía Travesía*²⁴ and *SCREAM*, aimed at enriching the utilisation of free time.²⁵ In addition, UNICEF Argentina launched the project *Ciudades por la Educación*, which aims to get

21 UNDP *Growing Together Programme*. Available at: <http://www.programacreciendojuntos.org/>

22 UNICEF and UNESCO (2012) *Completing school. A right to grow, a duty to share*. Available at: [https://intranet.unicef.org/tacro%5Ctacrohome.nsf/0/245F1B-D054CCC2A705257A14007D1D0D/\\$FILE/OOSC_Informe_Regionalagosto%2014%202012.pdf](https://intranet.unicef.org/tacro%5Ctacrohome.nsf/0/245F1B-D054CCC2A705257A14007D1D0D/$FILE/OOSC_Informe_Regionalagosto%2014%202012.pdf)

23 Available at: <http://oitcolombia.org/trabajo-infantil/metodologias-educacion/>

24 Supporting Children's Rights through Education, the Arts and the Media (SCREAM)

25 Available at: <http://oitcolombia.org/trabajo-infantil/metodologias-uso-creativo-del-tiempo-libre/>



more children and adolescents to stay in school, receive quality education and complete their studies, following up on protection issues affecting students, including child labour.²⁶

1.3. Agency action in terms of social protection

The The Hague Roadmap establishes the need to implement strategies, policies and programmes to facilitate access to and delivery of health and social services to vulnerable and marginalised households and children, especially those with special needs, including as far as possible a basic social protection framework. In this sense, the participation of the agencies has been mixed, accompanying the countries in developing social protection policies, programmes and strategies to help promote food and nutrition security, reduce poverty and inequality, decrease the risk of children dropping out of school and decrease child labour indirectly.

The ILO has supported the processes of creating entities responsible for ensuring prevention and eradication of child labour, such as the National Anti-Child Labour and Young Workers Protection Directorate (DIRETIPAT) in Panama. The ILO also supported the National Secretariat for Children and Adolescents (SNNA) of Paraguay in the implementation of the Action Plan to extend the *Programa Abrazo* programme to include other forms of child labour, specifically brick-making work at the brick kilns of Tobatí, and scavenging at the city dump of Encarnación.²⁷

In addition, the FAO has worked with governments in the area of social protection. Prominent among the initiatives undertaken are the development of a series of technical documents, support to national bodies in promoting regional policy dialogue, as well as seminars and trainings in the area of social protection.

Moreover, the participation of the Ministries of Health on national committees for prevention and eradication of child labour has ensured compliance with the goals of health protection and human development for children and adolescents. Following their mandates, WHO/PAHO has developed initiatives to achieve the goal of protecting the health and lives of children and eradicating child labour. By way of illustration, we can mention the Technical Document on the *Role of the Health Sector in Prevention and Eradication of Child Labour in Peru*.

26 UNICEF Argentina (2010) *Annual Report 2009*. Available at: http://www.unicef.org/argentina/spanish/informe_2009_completo.pdf. UNICEF Argentina (2011: 32) *Annual Report 2010*. Available at: http://www.unicef.org/argentina/spanish/Informe_Anual_2010.pdf

27 National Secretariat for Children and Adolescents of Paraguay (2011) *National Programme for the reduction of child labour – Programa Abrazo Programme*. Available at: <http://www.snn.a.gov.py/inicio/index.php/programas-y-servicios/item/184-programa-abrazo>



According to the The Hague Roadmap, it is also necessary to strengthen the capacity of families to protect their children through social protection systems. In this regard UNICEF Chile published the manual *Trabajo Infantil: ¿dónde está?* within the framework of the Programa Puentes de Chile Solidario Programme. The purpose of the manual is to help detect child labour among households participating in the programme. Similarly, training was provided to internalise child labour concepts contained in the manual and technical advice was provided for programme redesign.²⁸ Thus, UNICEF has focused its efforts on the implementation, coordination and consolidation of Child Protection Systems at national, departmental, municipal and community levels. Laws, regulations, agreements and guidelines have been promoted in order to extend the scope of child protection and to link family and community as key players in the prevention of and protection against threats or violations of their rights, including enforcing the legal age for admission to work and prevention of hazardous and demeaning work.

Finally, despite the development of all the above-mentioned initiatives, the fight against discrimination that contributes to child labour has not been addressed, and still remains a pending issue on the GITI agenda.

1.4. Agency Action in the field of labour market policy

The good performance of the labour market is a prerequisite for eradicating child labour. Given this principle, governments will act vigorously to improve the accessibility and quality of employment. To this end, the The Hague Roadmap recommends promoting vocational training, decent work, and the formalisation and monitoring of child labour in the production chain. The stated objectives are closely related to each other and need to be addressed in an integrated way.

The promotion of labour market efficiency requires, first of all, understanding its dynamics. Therefore, the generation of knowledge on the subject is substantial and has been particularly notable in rural areas, as highlighted by the study *Rural Poverty and Public Policy in Latin America and the Caribbean*, by FAO, and *Labour Market Policy and Rural Poverty in Latin America*, by FAO, ILO and ECLAC, among others. Also, to move towards a more dignified and fairer labour market in Latin America and the Caribbean, the ILO has promoted the signing of Country Programmes on Decent Work. Specifically, programmes such as UNDP's *Creciendo Juntos* support the implementation of productive initiatives of more than 2,500 young people in Colombia.²⁹

28 UNICEF Chile (2009) *Annual Report 2008*. Available at: http://www.unicef.cl/unicef/public/archivos_documento/294/INFORME_ANUAL_2008_final.pdf. UNICEF Chile, *Áreas de Acción*, página web, en <http://www.unicef.cl/unicef/index.php/Áreas-de-Acción>

29 UNDP *Growing Together Programme*. Available at: <http://www.programacreciendojuntos.org/>



One of the tools to fight child labour in production supply chains has been the *Direct Action Programmes*, whose efforts must be reviewed and evaluated to determine their true scope and impact. In this regard, it is worth noting UNICEF's Triple Seal campaign in Bolivia,³⁰ whereby manufactured and export goods are certified to be free of child labour, forced labour and discrimination in their supply chains.³¹ Also, it has been observed that promoting the formalisation of informal employment, where child labour is more prevalent, has been relegated to a second place, except in the case of UN Women. The ILO has just launched the Programme for the Promotion of Formalisation in Latin America and the Caribbean³² in order to reduce this gap. Therefore, it has been proposed for GITI member agencies to have co-responsibility in the review and reinforcement of measures to stimulate, formalise and dignify the labour market in the region, ensuring a smooth transition from school to work, eliminating child labour, and prioritising the eradication of the worst forms.

II. ACTION OF UN SYSTEM AGENCIES IN BEHALF OF THE SOCIAL PARTNERS.

Because child labour is a complex and multidimensional phenomenon, it requires the active participation of all key stakeholders and actors of society. The social partners are part of this group, and their cooperation is essential if the region is to achieve the goals set out for prevention and eradication of child labour. The The Hague Roadmap explicitly engages them by demanding immediate action to eliminate the worst forms of child labour, promoting education and consistent and sustainable actions to combat the problem in general with a focus on sectors with higher rates of child labour, and closely monitoring the production chains.

Considering the importance of social partners, the GITI member agencies have joined efforts to work together on a number of initiatives. The choice was made therefore to advance integrated approaches such as UNICEF's Corporate Social Responsibility Project, which drives Ten Business Principles to Promote Children's Rights.³³ Also within the framework of development of the project *Children's Rights and Business Principles*, which provides a framework for corporate responsibility actions in the prevention of child labour, UNICEF and ILO have worked jointly by accompanying and supporting business initiatives against child labour, particularly in facilitating linkages and technical support to business networks against child labour. In the region, Argentina, Chile, Ecuador and Panama have created such networks.

30 In partnership with the Social Service Department of Santa Cruz and the Bolivian Foreign Trade Institute.

31 UNICEF Bolivia (2011) *Annual Report 2010: Promoting and protecting the rights of Bolivian children and adolescents*. Available at: http://www.unicef.org/bolivia/overview_23113.htm

32 ILO (2013) *FORLAC Programme for formalising informality*. Available at: <http://www.oitcenterfor.org/hechos-noticias/forlac-programa-oit-formalizaci%C3%B3n-informalidad> http://www.ilo.org/americas/eventos-y-reuniones/WCMS_217797/lang-es/index.htm

33 UNICEF, Save the Children and The Global Compact (2012) *Children's Rights and Business Principles*. Available at: http://www.unicef.org/lac/Principles_final_ES.pdf



Recently, a joint study between ILO and UNICEF was conducted to identify best practices of these networks and to define a model that will replicate this initiative elsewhere. Emphasis has also been made on strengthening human talent through various trainings aimed at businesses and unions.

For its part, UNESCO supports the work of the Social Forums for the Right to Education in the region, comprised of civil society organisations that advocate to guarantee this right for all, especially for those who have been marginalised or are at risk of exclusion, such as working children, working in collaboration with the Latin American Campaign for the Right to Education (CLADE) an alliance that has proven very successful for generating information and disseminating and promoting the Forum. For its part, the ILO, with its tripartite nature, has developed programmes such as the construction of a strategy to strengthen the capacities of members of trade unions to combat child labour in El Salvador. Also, the production of knowledge in collaboration with the social partners is another achievement of the GITI agencies. It is worth noting the development of the *Guidelines for employers* in Latin America and the Caribbean by the ILO and the International Organisation of Employers (IOE), which have been implemented in countries such as Argentina, Peru and Ecuador.³⁴

As noted in Section 1.4, actions to address child labour in supply chains require even greater efforts involving all stakeholders, i.e., a comprehensive approach involving all members of society, as it has been done with the PAHO project *Voces, Rostros y Lugares*³⁵ as well as with various UN pilot projects in Colombia and Brazil. This seeks to implement the principles and foundations of *Human Security* that focus on protection, care and empowerment of individuals to ensure their safety within the framework of social determinants of health in fighting poverty, fighting inequalities and achieving the Millennium Development Goals in the region. Of notable mention is UN Women's work in the area of domestic women workers (UN Women, 2008 to date³⁶) and PAHO's initiative to make visible the work of domestic caretakers, who oftentimes are girls and young women.³⁷ Also a significant gap persists in taking immediate action in terms of public policy against the worst forms of child labour and the insufficient inclusion of the social partners to improve education. Therefore, the joint action of the GITI should be oriented towards closing these gaps in the coming years to ensure the greatest possible impact in the fight against child labour.

34 ILO (2009) *Guidelines for Employers*. Available at: http://www.ilo.org/public/spanish/dialogue/actemp/downloads/projects/guia_empleadores_actemp.pdf

35 PAHO (2011) Initiative *Rostros, Voces y Lugares: A strategy to achieve the Millennium Development Goals in the poorest municipalities*. Available at: <http://www.paho.org/blogs/esp/?p=1382>

36 Numerous actions. The publications may be consulted on the UN Women website www.unwomen.org

37 PAHO (2009) *The Invisible Economy and Gender Inequalities: The importance of measuring and evaluating unpaid work*. Available at: <http://www2.paho.org/hq/dmdocuments/2009/LA%20ECONOMIA%20INVISIBLE.pdf>



III. ACTION OF UN SYSTEM AGENCIES IN BEHALF OF NGOs AND OTHER CIVIL SOCIETY STAKEHOLDERS.

The The Hague Roadmap calls for coordinated action with nongovernmental organisations (NGOs) and other civil society actors. Recognising the importance and potential of these agents in the fight against child labour, stakeholders are urged to work and collaborate closely with them. Within the framework of this partnership, the support of society for the effective elimination of child labour will be sought, urging governments to respect the rights of children, attacking the worst forms of child labour, monitoring the incidence of the phenomenon and promoting active participation of children and adolescents in the process of eradication of child labour. An example of this is the programme launched by UNICEF Brazil, in partnership with the NGO “Circo de Todo Mundo,” which combines circus activities with cultural initiatives to defend and guarantee those rights and stimulate the educational process.³⁸

GITI agencies have sought to encourage and optimise the unique strengths of civil society actors to fight against child labour. Among their strengths is their ability to mobilise and impact on the collective consciousness. Awareness campaigns such as ILO’s *Tarjeta Roja al Trabajo Infantil* benefited from valuable support from civil society. This work of social awareness increases the social demand for effective policy responses to combat child labour and achieve the restoration of the rights of children, adolescents and families affected. Following along this line, notable contributions by civil society include forums, guidelines, seminars, which contributed to the generation and dissemination of knowledge and general awareness of the problem. By way of illustration, it is worth noting the forum on *Child Labour and its Worst Forms in Peru: Challenges and Opportunities for the State and Civil Society*.

Despite all these achievements, it is worth mentioning two major challenges that remain to be considered: First of all, despite efforts made in knowledge generation, the need remains for greater monitoring of the incidence of child labour in the region. Secondly, promoting the participation of children and their families in an inclusive way has been insufficient beyond the initiatives of UN Women to democratise the family structure. This indicates that in order to achieve coordinated action with NGOs and other civil society actors, the GITI has significant room for improvement that should be considered.



IV. ACTION OF INTERNATIONAL ORGANISATIONS

Being international organisations, the GITI agencies play an essential role in the fight against child labour. Because of this, it is useful to examine closely the work and the outcomes of their contribution to the prevention and eradication of child labour. Among the objectives set by the The Hague Roadmap are: provide technical and financial assistance to countries in need of it; promote effective collaboration between agencies; contribute to develop systems for collecting disaggregated data to better identify working children, especially in the households, and others who are at risk of invisibility; and monitor progress, mobilise new funds and develop new methodologies to study and combat hazardous work.

The activities undertaken by international organisations have been intense in developing a variety of multidimensional and synergistic actions. The performance of the financial and technical assistance has been especially prolific. The training not only reached a considerable number of key agents but took advantage of opportunities offered by new technologies to increase efficiency. Proof of this is the distance-education course on *Food Security, Rural Poverty and Social Protection in Latin America and the Caribbean* organised by FAO, which included a special module on child labour. Furthermore, this process of human capital formation has been strengthened through joint efforts and partnerships between different organisations, such as the *Workshop on Child Labour in Agriculture and Rural Poverty in Central America, the Dominican Republic and Mexico* promoted jointly by FAO and ILO. Technical assistance has been provided at various levels, achieving progress in the process of decentralisation of the fight against child labour. Here again, the *Programme Creciendo Juntos: Technical assistance to the Municipal Councils on Social Policy (COMPOS) of UNDP in Colombia* is of particular note.

Despite the initiatives listed above and to improve the knowledge and recognition of the phenomenon in Latin America and the Caribbean, the monitoring and evaluation of efforts to combat child labour remain a major unresolved issue by the GITI as, to date, the uncertainty surrounding the real impact of the efforts undertaken is still remarkable..

At the sectoral level, it is worth mentioning the assistance provided by UNICEF in Ecuador and Argentina within the framework of its programme to eradicate child labour in garbage dumps,³⁹ in

39 UNICEF (2011) *Protocol for the Prevention and Eradication of Child Labour in Garbage Dumps*. Available at: http://www.unicef.org/ecuador/PROTOCOLO_de_ETI_web_2.pdf. UNICEF (2011) *Child Labour in garbage dumps in Jujuy*. Available at: http://www.unicef.org/argentina/spanish/PUBLI_Trabajo_infantil_basurales_jujuy_WEB.pdf



Mexico for children of farm workers;⁴⁰ and together with the ILO in Bolivia to eradicate child labour in the sugar cane fields and chestnut plantations.⁴¹ Often these processes have included NGOs and other civil society actors, strengthening their ultimate impact on the population by the synergies achieved. Some agencies have proposed comprehensive action routes, such as the ILO, UN Women and UNDP and its social protection floor programme, which includes schooling and other minimum well-being standards for children living in the beneficiary households as a condition.⁴² Initiatives such as this programme bring together the interagency action of the ILO, UNESCO, UNFPA and others agencies.

The development of new methodologies and the strengthening of research capacities has been another priority of GITI agencies in Latin America and the Caribbean in the fight against child labour, with the surveys and the collection of key information for understanding the phenomenon being worthy of note. The ILO has provided technical assistance to the governments of the region to create child labour modules in the National Household Surveys, and has also provided support in developing specialised surveys to measure child labour in countries such as Uruguay, Chile, Panama, and others. Meanwhile, the Multiple Indicators Cluster Surveys conducted by UNICEF and the support provided by UNFPA to the 2010 population census in most countries of Latin America and the Caribbean deserve special mention for their scale and impact.

While there are multiple actions undertaken by the agencies, relevant challenges persist in the present circumstances, such as the mobilisation of new funds for the effective elimination of child labour which should speed up the pace of reduction of the phenomenon in the region and extend and replicate successful practices such as *Pesticide Management* which directly impact prevention of hazardous agricultural child labour associated with substances considered dangerous by the FAO. Likewise, it is necessary to analyse the importance of the technical assistance permanently provided to governments, civil society actors and social partners by the IPEC network of specialists in the 20 years of the programme in the region. Maintaining this type of support structure, and leveraging the knowledge and expertise, will be essential in addressing the challenges that lie ahead.

40 UNICEF México (2009) *Annual Report 2008*. Available at: <http://www.unicef.org/mexico/spanish/informeUNICEF2008finalbaja.pdf>. UNICEF México (2010: 14) *Annual Report 2009*. Available at: http://www.unicef.org/mexico/spanish/informeUNICEF2009_finalespanol_corregido.pdf. UNICEF México (2011: 11) *Annual Report 2010*. Available at: http://www.unicef.org/mexico/spanish/informeUNICEF2010_final_baja.pdf

41 UNICEF Bolivia (2009) *Annual Report 2008: Promoting and protecting the rights of Bolivian children and adolescents*. UNICEF BOLIVIA (2010: 16) *Annual Report 2009: Supporting public policies for Bolivian children and adolescents*.

42 ILO, UNDP and UN Women (2012) *Combating inequality from the basics. Social protection floor and gender equality*. Available at: http://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-san_jose/documents/publication/wcms_190697.pdf



V. PROMOTING THE ROADMAP AND MONITORING PROCESSES.

The section concerning the promotion and monitoring of processes set out in the The Hague Roadmap revolves around two ideas: (i) the Roadmap should be positioned at the core of the institutional and social debate, and (ii) progress in the fight against child labour, especially its worst forms, must be followed up on. The first major objective has been successfully met by the establishment of national committees against child labour, as well as high-level summits, declarations of countries expressing their support for the The Hague Roadmap, and awareness-raising activities such as the celebration of the World Day Against Child Labour on June 12, among other initiatives.

However, despite the initiatives listed above and to improve the knowledge and recognition of the phenomenon in Latin America and the Caribbean, the monitoring and evaluation of efforts to combat child labour remain a major unresolved issue by the GITI, as to date the uncertainty surrounding the real impact of the efforts undertaken is still remarkable. Undoubtedly, it is necessary to improve monitoring of actions aimed at combating child labour and its outcomes in order to achieve the complete eradication of this urgent social problem. This is an issue to be resolved along the way to sustainable human development for the present and future generations of children still trapped in this unjust and reprehensible social condition. This phenomenon is the result of social and economic inequities, and therefore its eradication must engage the commitment of society as a whole as well as a commitment from all GITI agencies to achieve this goal.



Challenges, opportunities and recommendations of the agencies

It is recommended that, in order to advance in the prevention and eradication of child labour, priorities and challenges common to all agencies that make up the GITI be established. Thus, in order to continue to support and contribute to the achievement of the goals established in the ILO Global Plan of Action and the The Hague Roadmap, six common challenges are envisaged to be addressed at an interagency level.

The process of analysis, selection and prioritisation of challenges was based on the formulation of which areas of GITI joint response had an added value and were more effective at preventing and eliminating child labour, especially its worst forms.

The process of analysis, selection and prioritisation of challenges was based on the formulation of which areas of GITI joint response had an added value and were more effective at preventing and eliminating child labour, especially its worst forms. The six challenges prioritised by the GITI are: the eradication of child labour in its worst forms, a goal that the GITI agencies set out to achieve by 2016; rural child labour, as this is where the worst forms of child labour are most prevalent; child labour and indigenous peoples, as this group is most vulnerable to child labour and various forms of discrimination; child domestic work, for its magnitude and implications for the development, integrity and rights of children; the generation of knowledge to enable informed policy decisions; and, lastly, the development and implementation of a system of social protection and the promotion of decent work, for the potential positive effects this would have in the face of child labour eradication and human development promotion.



I. WORST FORMS OF CHILD LABOUR

Despite the reduction of child labour in Latin America and the Caribbean, there are still an estimated 9.6 million children engaged in the worst forms of child labour in the region, representing 6.8 % of the population of children and adolescents in the region.⁴³ This means that despite progress, much remains to be done to achieve the goal of eliminating the worst forms of child labour. According to the latest trends in the worst forms of child labour, the target set by the The Hague Roadmap will not be attained.⁴⁴

This reality poses the greatest challenge for GITI agencies which need to work within an inter-agency framework, targeting the worst forms of child labour with a view to their prompt elimination. It is also essential that agencies take into special consideration those children who suffer from an increased risk of falling into the worst forms of child labour, such as rural children and children belonging to minorities, such as indigenous children, migrant children and children living with disabilities.

It is necessary that GITI agencies provide technical assistance and resources to efforts to strengthen the development of regulatory frameworks relating to the eradication of the worst forms of child labour, and build capacity for action of governments, civil society actors and social partners. Furthermore, policy instruments should be developed to articulate the inter-agency response and prioritise the issues to be addressed according to the realities assessed in each country, within the framework of the guidelines set forth in Convention No. 182 concerning the prohibition and immediate action for the elimination of the worst forms of child labour. It is also essential to adopt flexible guidelines and realistic commitments and implement monitoring and evaluation processes that will allow a detailed analysis of the progress made.⁴⁵ It is imperative for the GITI to work together and in coordination with the governments, the social partners, the civil society actors and other UN System agencies to establish such instruments with a view to the prioritisation and management of the outstanding challenges to eradicate child labour.

... the implementation and enforcement of commitments represent one of the major challenges in combating the worst forms of child labour.

43 ILO (2013) *Measuring progress in the fight against child labour - Estimations and trends between 2000 and 2012* (Geneva: ILO)

44 ILO (2013) *Measuring progress in the fight against child labour - Estimations and trends between 2000 and 2012* (Geneva: ILO)

45 ILO (2013) *Implementation of the Roadmap for achieving the elimination of the worst forms of child labour. A Training Guide for policy makers* (Geneva). Available at: http://www.ilo.org/ippec/Informationresources/WCMS_202336/lang-es/index.htm



However, the implementation and enforcement of commitments represent one of the major challenges in combating the worst forms of child labour. As a result, once the strategies have been established, it is necessary to develop and implement national and subnational action plans that will determine the next steps. Only from these initiatives will it be possible to generate appropriate policies for prevention and eradication of child labour, especially its worst forms. Through the development of appropriate integrated and intersectoral protocols, it will be possible to promote and support the response of the actors involved in the implementation of policies to prevent and eliminate child labour, taking action to implement the commitments and goals of the The Hague Roadmap.

II. RURAL CHILD LABOUR

Combating child labour in rural areas is an inescapable priority of the GITI. According to ILO estimates, 58.6 % of children and young workers in the world are found in the agriculture sector;⁴⁶ also, **16% of rural youth** aged 15 - 19 years **did not complete primary school** in 2010.⁴⁷ Furthermore, statistical trends indicate that lack of access to decent work for adults who participated in rural child labour is significantly higher than for adults who were child labourers in urban environments. The phenomenon is also embedded in cultural patterns, and exacerbates the likelihood that work will pose a greater risk to health, physical or moral integrity and development of children. The following are among the dangerous tasks commonly assigned to children: perform strenuous and repetitive movements, carry heavy loads and work with toxic pesticides and fertilizers, and expose themselves daily to smoke from burning firewood and other air pollutants. In fact, 60% of hazardous child labour takes place in the agriculture sector only.⁴⁸ These elements are exacerbated by the isolation and scarcity of resources in rural areas.

Optimising GITI actions in this area is subject to several conditions. One is the involvement and participation of local actors such as union leaders, community representatives or employers. Substantive progress would be made by including a clause relating to child labour in collective bargaining agreements. Another priority is to avoid the urban bias that often affects awareness campaigns, and encourage active participation in the transformation of tolerant attitudes towards child labour. Collaboration with civil society and the social partners is a priority and in the best interest of GITI. It is also necessary to design specific actions to address seasonal child labour, very common in rural areas during the crop

46 ILO (2013) *Measuring progress in the fight against child labour - Estimations and trends between 2000 and 2012* (Geneva: ILO)

47 UNESCO (2013) *State of Education in Latin America and the Caribbean: towards education for all by 2015*. Available at: http://www.orealc.cl/educacionpost2015/wp-content/blogs.dir/19/files_mf/efainformefinaldef57.pdf

48 ILO (2011) *Children in hazardous work: What we know, what we need to do* (Geneva: ILO). Available at: <http://www.ilo.org/ipainfo/product/viewProduct.do?productId=17096>



harvesting periods. In this sense, some measures, such as promoting micro-insurance can reduce the risk of child labour in rural areas by reducing the vulnerability of small farmers to inclement weather. These solutions should be implemented even as social protection is extended to rural communities, a situation that is occurring in many countries in the region.

At the same time, the GITI should promote quality education as a compelling and viable alternative against child labour. **Equal opportunities in learning** is a human right as important as the right to go to school. **Quality in educational provision is a protective factor** against grade repetition and dropout threatening to undermine the right to education for working children. Difficult access to, high cost and poor quality of education increase the risk of child labour. A **comprehensive educational offering** is fundamental: **curricula that are relevant and material** to the particularities of working students, **trained teachers** to attend to them, and implementation of **comprehensive policies** in rural areas. This would ensure that the skills taught will be useful to children and adolescents in rural areas, enabling them to realise a personal project and contribute to the development of society.

Additionally, the school is called on to play a relevant role, both through school feeding programmes and information dissemination to the community about the serious consequences of work for children and adolescents. With all, we must remember that greater equality in education also depends on maximising opportunities for children and teenagers away from school and minimising the social and economic structures that perpetuate marginalisation. Thus, the GITI agencies should develop **integrated strategies** to fight against marginalisation **from the broader framework of poverty reduction** and promotion of **social inclusion**.

III. CHILD LABOUR AND INDIGENOUS PEOPLES

According to ILO estimates, about 40 million people claim an indigenous identity in Latin America and the Caribbean.⁴⁹ The presence of child labour is no stranger to these people and, to address it, it is necessary to consider several factors about the cultural differences and realities they live in in these communities. Some of these factors are: the degree and forms of integration and interaction with the culture and the socio-economic model prevalent in the countries; the type of economy their livelihood is based upon (self-sufficiency or market economy); the availability of resources to ensure their devel-

49 ILO (2011) *Indigenous Children and Child Labour in Latin America*. Latin American Meeting on Child labour, indigenous peoples and governments. (ILO). Available at: http://www.ilo.org/indigenous/Resources/Publications/WCMS_150598/lang-es/index.htm



opment; and the decision-making power they have over their lives and their land.⁵⁰ These criteria are essential for the proper analysis of the problem and scope of the GITI's joint response. It is important to note that the current situation of indigenous peoples and their attitudes toward the future are very dynamic and can have a major impact in the fight against child labour.

To combat child labour it is necessary to understand the concepts and dimensions of work and poverty, as well as the production systems of indigenous peoples. It is also necessary to accept that *"poverty is not substantial with the indigenous peoples' way of life,"*⁵¹ since this notion is generated from the misunderstanding or inadequate conception of their way of life. On the other hand, it can be observed that indigenous peoples have a different perception to the clear notion of the right to work, as set out in the ILO conventions and national regulations. This is because indigenous peoples live in an economy of usage in which they control the whole production mechanism, in which the family is an independent and self-sufficient social unit that also contributes to the community. Therefore, indigenous peoples consider the activities of children and adolescents a part of the family "production unit" and also a part of their training for adult life. That is, *you do not learn to work, you learn to do things that are necessary to the good living of the community.*⁵²

Moreover, the combination of progressive impoverishment, a strong dependence on the market economy to achieve a decent standard of living and low education level are the triggering factors that cause indigenous families and children to leave their lands behind and migrate in search of better opportunities. Unfortunately, the development of inadequate public policies and the marginalisation and discrimination of these groups force them to sell their labour force on the market. This puts children and adolescents at risk, exposing them to child labour, especially its worst forms, particularly in mining, agriculture, trafficking and sexual exploitation, industrial work, child domestic work, drug production, etc.

In addition to these realities, child labour among indigenous peoples is also a consequence of failed integration processes and the imposition of new living patterns, among other factors. Therefore, the fight against child labour among indigenous peoples is a major challenge for GITI agencies and must be contextualised within the problematic of these peoples.⁵³ Also, agencies should seek to promote de-

50 ILO (2011) *Indigenous Children and Child Labour in Latin America*. Latin American Meeting on Child labour, indigenous peoples and governments. (ILO). Available at: http://www.ilo.org/indigenous/Resources/Publications/WCMS_150598/lang-es/index.htm

51 ILO (2011) *Indigenous Children and Child Labour in Latin America*. Latin American Meeting on Child labour, indigenous peoples and governments. (ILO). Available at: http://www.ilo.org/indigenous/Resources/Publications/WCMS_150598/lang-es/index.htm

52 ILO (2011) *Indigenous Children and Child Labour in Latin America*. Latin American Meeting on Child labour, indigenous peoples and governments. (ILO). Available at: http://www.ilo.org/indigenous/Resources/Publications/WCMS_150598/lang-es/index.htm

53 ILO (2011) *Indigenous Children and Child Labour in Latin America*. Latin American Meeting on Child labour, indigenous peoples and governments. (ILO). Available at: http://www.ilo.org/indigenous/Resources/Publications/WCMS_150598/lang-es/index.htm



cent work outside the communities, strengthening appropriate educational methods to ensure access and the right to education and strengthening social protection systems to provide coverage and meet the particular needs of these communities. It will be necessary to conduct awareness campaigns to give visibility to indigenous child labour, as well as interventions to eradicate it within a context of respect for the cultural and ethnic differences that characterise them.

Prevention and eradication of child labour among indigenous peoples is envisaged as a complex process in which all GITI agencies must act together with respect for human rights to effectively and efficiently address the multiple factors that cause indigenous child labour.

IV. CHILD DOMESTIC WORK

Child domestic work poses a threat to development, integrity and the fundamental rights of children and adolescents. Its eradication has established as a priority for the GITI in Latin America and the Caribbean due to its scale, consequences, and lack of visibility. It is necessary to mention that Child domestic work particularly affects girls and adolescent women, as they account for 73% of all children and adolescents engaged in domestic work.⁵⁴ In line with Convention No. 189, the term “domestic work” shall be understood to mean work performed in or for a household or households.⁵⁵ Child domestic work occurs when the worker’s age is below the minimum age for employment, or the worker is under eighteen years, and the tasks performed put him or her in danger.

Child domestic work carries multiple negative aspects to children and adolescents in that it limits their access to education and diminishes academic performance⁵⁶, thus perpetuating the vicious cycle of poverty. Labour exploitation and hazardous work, combined with poor nutrition pose a risk to the health and physical and cognitive development of children. In addition, child domestic work involves a high risk of physical or verbal violence and sexual abuse. Discrimination

The gender approach is imperative, since about three-quarters of child domestic workers in the world are girls and adolescent women.

54 ILO (2013) Eradicating child labour in domestic work and protecting young workers against abusive work conditions (Geneva: ILO). Available at: http://www.ilo.org/ipec/Informationresources/WCMS_207919/lang-es/index.htm

55 ILO (2011) Convention No. 189 on Decent Work for women workers and domestic workers. Available at: http://www.ilo.org/dyn/normlex/es/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:2551460

56 Anti-Slavery International (2013) *Home Truths: Wellbeing and vulnerabilities of child domestic workers* (London). Available at: http://www.antislavery.org/includes/documents/cm_docs/2013/c/cdw_report_final.pdf



and lack of respect and affection can be perceived by child domestic workers as even worse than violence, malnutrition and material deprivation.⁵⁷

The fight against child domestic work must be multidimensional, adapted to local conditions and taking advantage of inter-agency cooperation

Child domestic work must be addressed from a broader framework such as the fight against poverty, poverty being the main cause of the phenomenon. The situation of migrant children in child domestic work merits special attention. In general, migrant children work under worse conditions under higher risks and for lower pay than the rest of the working child population.⁵⁸ The gender approach is imperative, since about three-quarters of child domestic workers in the world are girls and adolescent women.⁵⁹ This fact points to the importance of transforming social attitudes in order to be able to combat this phenomenon. Domestic work is commonly

conceived as the domain of women, and a paternalistic vision of child domestic work as a lesser evil often conceives it as “help” from the employer to the child. The GITI strategy should emphasise the need for social mobilisation and awareness to change these cultural patterns and optimise results in the fight against child labour.

The fight against child domestic work must be multidimensional, adapted to local conditions and taking advantage of inter-agency cooperation. A first effort should focus on further understanding the phenomenon and obtaining statistical records. Another priority is to give visibility to the problem through a communication campaign, in collaboration with civil society. Similarly, legislative and policy measures as well as the ratification and implementation of ILO Convention No. 189 should be promoted to eradicate child labour and protect young workers in domestic work.

The formalisation of domestic work and the strengthening of trade union freedoms in domestic work would be an additional achievement and an effective guarantee to eradicate child domestic work among other measures to address the aspects of supply and demand for this type of activity. UN Women’s efforts in this area should be further pursued with interagency collaboration, concen-

57 ILO (2013) Eradicating child labour in domestic work and protecting young workers against abusive work conditions (Geneva: ILO). Available at: http://www.ilo.org/ippec/Informationresources/WCMS_207919/lang--es/index.htm

58 ILO (2013) Eradicating child labour in domestic work and protecting young workers against abusive work conditions (Geneva: ILO). Available at: http://www.ilo.org/ippec/Informationresources/WCMS_207919/lang--es/index.htm

59 ILO (2013) Eradicating child labour in domestic work and protecting young workers against abusive work conditions (Geneva: ILO). Available at: http://www.ilo.org/ippec/Informationresources/WCMS_207919/lang--es/index.htm



trating efforts in the fight against the worst forms of child domestic work and getting children, as well as other specialised UN System agencies, to participate in the process.

V. KNOWLEDGE GENERATION

During the last two decades, considerable progress has been made in understanding child labour in Latin America and the Caribbean. There are reasonably robust and reliable estimates of the phenomenon in the region, as is the case of several National Household Surveys that contain a child labour module. Moreover, several impact evaluations of specific programmes also address this problem. However, the complexity of child labour, the urgency to act against it and the limited resources render this knowledge insufficient.

Further analysis is needed concerning the results of the research on the phenomenon, with a three-fold purpose: First, to clarify the extent of child labour in Latin America and the Caribbean. There is limited knowledge of the magnitude and correlations of certain of its aspects, such as seasonal child labour, common in rural areas, and child labour in its worst forms. Second, to understand the relative load or weight of the determinants of child labour for each country in the region. To what extent is material poverty, gender, the migrant status or poor access to education responsible for the problem? Understanding the particular causes of child labour is a necessary condition for its eradication. Third, to assess the impact of public policies and concrete actions driven by the agencies and the prospect of joint work proposed by the GITI.

The resources devoted to combating child labour are scarce and must be allocated to actions that work and produce the greatest benefits for working children and adolescents. However, such assessments also require time and resources, so their implementation should be decided through an assessment of the costs and potential benefits.

Improving knowledge about child labour can be performed at various levels. One way is through improving national statistics. However, it will be necessary to consider the costs entailed by this exercise. Another option is to develop a more analytical treatment of the statistics collected, modelling the causes of child labour and estimating the impact of actions undertaken against them. Another option could be to refine the statistics further at the local level to evaluate a project or public policy that can be replicated later. In addition, qualitative studies may be undertaken on children and adolescents in child labour to advance the understanding of the phenomenon.



The GITI must prioritise certain less visible and less understood dimensions of child labour, particularly its worst forms. Conditions such as its criminal nature and invisibility significantly complicate data collection and study. Therefore, close collaboration with the justice system and sufficient allocation of resources for research turn out to be very necessary. Child domestic work, because of its incidence and invisibility, also deserves particular close study. More generally, emphasis should be placed on understanding child labour in rural areas where incidence is higher and the resources available to combat it are more limited. All this has to be done considering the multiculturalism characterising Latin America and the Caribbean.

VI. SOCIAL PROTECTION AND DECENT WORK

The development and implementation of social protection systems and the promotion of decent work are key factors in the prevention and eradication of child labour. This is because among their goals are the elimination of vulnerabilities of the poorest households to child labour, especially its worst forms, by intervening in one of the underlying causes of child labour. In this regard, the United Nations System is also making progress through an Interagency Group, led by the ILO and comprised of PAHO, ECLAC, UNICEF, UNESCO, UNDP and UN Women, whose aim is to support the countries in the region in the implementation of National Social Protection Floors pursuant to Recommendation No. 202 adopted at the International Labour Conference in 2012.

Despite a reduction of 1.6 million working children in absolute terms in Latin America and the Caribbean during the period 2008-2012, the rate of participation in the worst forms of child labour virtually stagnated.⁶⁰ This actually represents a great challenge for the GITI, as it is necessary that the agencies support the governments in developing and implementing policies aimed at creating decent work opportunities for parents, stimulating the formalisation of value chains, and establishing social protection systems.

Children and adolescents are often forced to work because of the economic vulnerability of their families to poverty, economic crises and disease, among other factors.⁶¹ Social protection systems intended to protect children and their families from this vulnerability. It should be clear that the economic factor is not the only cause of child labour, just as social protection systems are not the only solution. In fact, dropout is explained largely by child labour, but also by **intra-school factors** such

60 ILO (2013) *Measuring progress in the fight against child labour - Estimations and trends between 2000 and 2012* (Geneva: ILO)

61 ILO (2013) *World Report on Child Labour: Economic vulnerability, social protection and the fight against child labor* (Geneva: ILO). Available at: <http://www.ilo.org/ipecinfor/product/download.do?type=document&id=19565> (in English)



as teacher training and student-teacher relationships and expectations, all of which require a more specific study and intervention. However, social protection is an essential factor in the broad spectrum of public policies and actions aimed at preventing and eliminating child labour. ILO estimates that only 20% of the working-age population has effective access to social protection systems,⁶² so it is recommended that the GITI should target efforts to reduce this gap. Of the many social protection mechanisms, (conditional or unconditional) cash transfer programmes most closely align with child labour prevention and eradication efforts. However, the eradication of child labour is often mentioned as an expected result of these programmes, rather than targeted as one of their objectives. Governments need interagency support with a view to developing targeted programmes to be implemented in coordination with health and education programmes (such as after-school extracurricular activities) to generate a greater impact on the problematique of child labour.

Because of this, it is also essential to identify and develop social protection floors, as a way to ensure access to education, basic health services and minimum income security. Strategies should be established to extend the coverage of these systems, increasing the quantity and quality of services to meet the minimum social security standards set by the ILO. GITI agencies should provide technical assistance to governments to improve the design and implementation of social protection programmes that are sensitive to child labour, promoting the use of a comprehensive approach to combat the vulnerabilities of the poorest households to child labour.

Moreover, the promotion and expansion of decent work opportunities for young people of working age and their parents is essential to supplement the action of social protection systems.

The requirements for entry into the labour market prevailing today make it necessary for the working age population to be adequately prepared (educated or trained) and possess sufficient skills to obtain employment. From this point of view, GITI agencies should provide technical and financial assistance to governments to support and implement the development of policies to promote decent work and adequate training for those entering the labour market. Also, with the support of the social partners,

GITI agencies should provide technical assistance to governments to improve the design and implementation of social protection programmes that are sensitive to child labour, promoting the use of a comprehensive approach to combat the vulnerabilities of the poorest households to child labour.

62 ILO (2013) *World Report on Child Labour: Economic vulnerability, social protection and the fight against child labor* (Geneva: ILO). Available at: <http://www.ilo.org/ipencinfo/product/download.do?type=document&id=19565> (in English)



assistance should be given to those programmes aimed at formalising the production supply chains, as the incidence of child labour is highest in the informal sector.

The joint action by GITI agencies will be based on the strengths that the countries and donors recognise in the UN system for its neutrality, objectivity and credibility; also it will be the result of a process of continuous improvement in terms of coherence, effectiveness and efficiency and, finally, it will also be subject to the principle of “national appropriation” by the Latin American and the Caribbean governments in response to the commitments made at the International Labour Conventions and other Human Rights instruments that support the eradication of child labour.

After the analysis, the GITI challenges and commitments towards the elimination of the worst forms of child labour by 2016 are:

1. Worst forms of child labour

- Develop and establish tools and protocols to determine next steps to follow and support the actions of the actors involved in the implementation of policies to prevent and eliminate child labour.
- Provide technical and financial assistance to efforts undertaken to develop appropriate policy frameworks and labour inspection systems.
- Working within an inter-agency framework to address, in an individualised and targeted manner, each of the worst forms of child labour, with a view of their prompt elimination.

2. Rural child labour

- Actively promote the transformation of tolerant attitudes towards child labour and design specific actions to combat seasonal child labour. It is necessary to engage the participation of the agents involved, such as farmers’ organisations.
- Promote quality education as a compelling and viable alternative to child labour.



3. *Child Labour and Indigenous Peoples.*

- Promote decent work opportunities; ensure access and the right to education; and strengthen social protection systems that will provide coverage and address the needs of these peoples.
- Conduct awareness-raising campaigns to give visibility to indigenous child labour, as well as interventions to eradicate it within the framework of respect for cultural and ethnic differences.

4. *Child domestic work*

- Adapt the actions to combat child domestic work to the realities of each country, using a gender-based approach and engaging the children and teenagers involved.
- Promote a joint action plan to prevent and eliminate child domestic work.

5. *Knowledge generation*

- Clarify the extent of child labour in the region; understand the determinants of child labour as a condition for its eradication; and assess the impact of the public policies and actions driven by the agencies.

6. *Social protection and decent work*

- Provide technical assistance to governments to improve the design and implementation of social protection programmes that are sensitive to child labour.
- Promote and expand decent work opportunities for young people of working age and their parents, thus supplementing the action of the social protection systems.

One of the first steps of the Interagency Group on Child Labour will be to promote a joint action plan to prevent and eliminate child domestic work.

