



CHILD LABOUR

CONTEXTS AND POLICIES

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**Sub-Regional Training on Using Population Census Data for Sub-National Planning & Decision Making:
Thematic Emphasis on Youth
5-9 August 2013
Suva, Fiji**

STRUCTURE

1. ILO Definitions
2. Measuring Child Labour
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4. ILO and UN Conventions.
5. The Pacific Context.
6. Analysis of Child Labour.
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ILO DEFINITIONS

ILO: Child Labour is “work that deprives children of their childhood, their potential and their dignity, and that is harmful to physical and mental development.”

Not every employed child is a child labourer.



And not every child labourer is an employed child.

ILO DEFINITIONS

The Worst Forms of Child Labour:



Slavery (debt bondage, trafficking); Commercial Sexual Exploitation of Children; Illicit Activities; Hazardous Work

Hazardous Work is “labour that jeopardises the physical, mental or moral well-being of a child, either because of its nature or because of the conditions in which it is carried out.”

ILO DEFINITIONS – HAZARDOUS WORK

Designated hazardous occupations used in the ILO global estimation of child labour:

Optical and electronic equipment operators

Modern health associate professionals (except nursing)

Nursing and midwifery associate professionals

Protective service workers

Forestry and related workers 615 Fishery workers, hunters and trappers

Miners, shot-firers, stone cutters and carvers

Building frame and related trades workers

Building finishers and related trades workers

Metal moulders, welders, sheet-metal workers, structural-metal preparers

Messengers, porters, doorkeepers and related workers

Garbage collectors and related labourers

Agricultural, fishery and related labourers

Mining and construction labourers

Transport labourers and freight handlers

Motor-vehicle drivers

Ships' deck crews and related workers

Street vendors and related workers

Shoe cleaning and other street services elementary occupations

MEASURING CHILD LABOUR

Multi-country data on child labour are collected by the ILO.

Countries do not produce routine statistics on child labour.

The ILO uses a mixture of Country Labour Force Surveys, Multiple Indicator Cluster Surveys (MICS), Demographic and Health Surveys (DHS), Living Standards Measurement Surveys (LSMS). It also conducts special surveys.

Its statistical arm, Statistical Information and Monitoring Programme on Child Labour (SIMPOC) provides training in carrying out child labour surveys.

The classification of child labour follows standards set by the International Conference on Labour Statisticians.

Child Labour = children <14 in employment (–) those in permissible light work (+) children 15-17 in hazardous employment and/or working more than 43 hours a week (+) all children in hazardous unpaid work (household and farm labour).

Thus child labour extends beyond the SNA. But for international comparison, the last category is excluded.

GLOBAL TRENDS 2004-2008*

		TOTAL CHILDREN		CHILD EMPLOYMENT		CHILD LABOUR		HAZARDOUS WORK	
		2004	2008	2004	2008	2004	2008	2004	2008
5-17	N	1566	1586	323	306	222	207	128	115
	%	--	--	20.6	19.3	14.2	13.6	8.2	7.3
5-14	N	1206	1216	196	176	170	153	77	53
	%	--	--	16.2	14.5	14.1	12.6	6.3	4.3
15-17	N	356	369	127	129	52	62	52	62
	%	--	--	35.2	35.0	14.4	16.9	14.4	16.9
BOYS	N	804	819	171	176	120	128	74	74
	%	--	--	21.3	21.4	14.9	15.6	9.3	9.0
GIRLS	N	762	766	152	130	103	88	54	41
	%	--	--	19.9	16.9	13.5	11.4	7.1	5.4

* Global Child Labour Developments: Measuring Trends from 2004 to 2008, ILO, 2010.
 N = Numbers in Millions; % = Incidence

REGIONAL INCIDENCE OF CHILD LABOUR 2008*

	TOTAL CHILDREN	CHILD LABOUR ('000)	INCIDENCE (%)
WORLD	1,586,288	215,269	13.6
LATIN AMERICA & CARIBBEAN	141,043	14,125	10.0
SUB-SAHARAN AFRICA	257,108	65,064	25.3
ASIA & PACIFIC	853,895	113,607	13.3
OTHER REGIONS	334,242	22,743	6.7

*Global Child Labour Developments: Measuring Trends from 2004 to 2008: ILO, 2010

INCIDENCE IN SELECTED COUNTRIES (%)*

	COUNTRY	TOTAL	MALE	FEMALE	DATA
L A C	BRAZIL	3	4	2	2009 PNAD
	COLOMBIA	9	12	6	2009 GEIH
	MEXICO	5	6	5	2009 ENOE
S S A	ANGOLA	24	22	25	2001 MICS
	GHANA	34	34	34	2006 MICS
	NIGERIA	29	29	29	2007 MICS
	SOMALIA	49	45	54	2006 MICS
S A	BANGLADESH	13	18	8	2006 MICS
	INDIA	12	12	12	2005 DHS
	NEPAL	35	30	38	2008 LFS
S E A	INDONESIA	7	8	6	2009 CLS
	LAOS	11	10	13	2006MICS
	VIETNAM	7	7	7	2011 MICS
	TIMOR LESTE	4	4	4	2002 MICS

* http://www.childinfo.org/labour_countrydata.php (UNICEF)

CHILD LABOUR IN HISTORICAL PERSPECTIVE

Early 19th century England: over 1 million child workers = 15% of the total labour force.

350,000 of them 7-10 year old

Incidence for

10 year old boys = 55%

8 year old boys = 33%

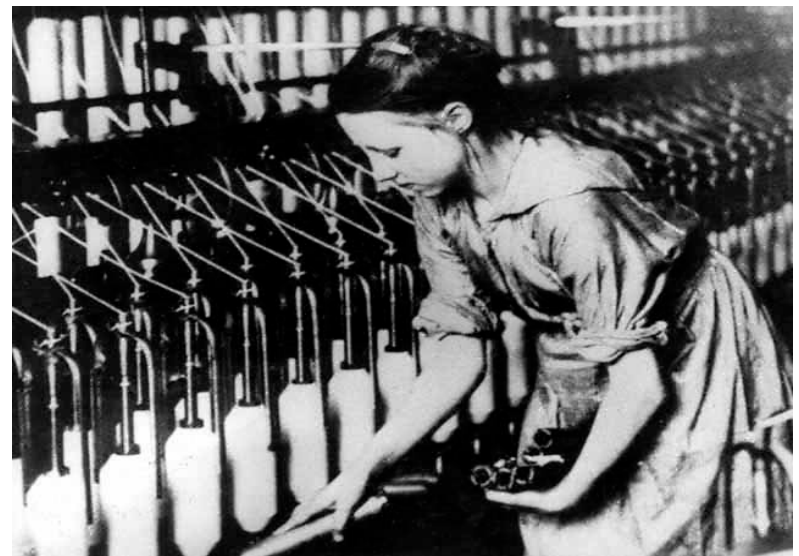
(Humphries, J [2010])

1900 - 1940s:

Incidence = 18% in UK (1911 UK Census)

Estimate of 2 million child workers in the US, 1910 (\approx 10%).

PCGDP \approx 6000 USD in 1910 \approx China!



ILO CONVENTION 138 (1973)

- C138 sets the minimum age for employment at 15 or the age at which a child finishes compulsory schooling, if above 15.
- Less developed countries allowed to set a minimum age of 14 until conditions change.
- Countries may set a minimum age of 13 for light work that does not detract from the child's schooling and development.
- Minimum age for hazardous work = 18.
- Ratified by 166 countries, with notable exceptions: Australia, New Zealand, USA, Canada, India, Bangladesh, Timor-Leste, Marshall Islands, Tuvalu, Palau and Vanuatu. However, many of these have their own comparable minimum age legislation.
- Solomon Islands ratified on 22 April 2013. Current minimum working age = 12 years.

ILO CONVENTION 182 (1999)

- Under C182, countries agree to take steps to eliminate the *worst forms of child labour* (WFCL) as a matter of urgency.
- Requires each country to draw up a list of WFCL activities within its jurisdiction and to design and implement a plan of action to eliminate them.
- Ratified by 177 countries. Notable exceptions: India, Marshall Islands, Tuvalu and Palau.

OTHER CONVENTIONS

- International Convention for the Suppression of Trafficking in Women & Children, 1921.
- Convention on the Civil Aspects of International Child Abduction, 1980.
- United Nations Convention on the Rights of the Child, 1989.

No internationally comparable data for PICs.

ILO-IPEC have conducted qualitative surveys in Fiji and PNG. Also cite anecdotal evidence for Samoa, Tuvalu, Kiribati, Solomon Islands and Vanuatu.

Child workers \approx 19% of the workforce in PNG and 14% in Solomons (<http://www.ilo.org/suva/areas-of-work/child-labour/lang--en/index.htm>).

PIC child labourers: often but not mainly school dropouts, engaged in worst forms of child labour, often living with parents who may or may not be aware of activity.

THE FIJI CONTEXT

Fiji is a signatory to both C138 and C182.

The Employment Relations Promulgation (ERP) 2007, enshrines C138, C182 and the CRC.

Child protection clauses are also included in the Family Law Act, the Immigration Act, Adoption of Infants Act, Marriage Act and the Juveniles Act.

The Crimes Decree (No.44 of 2009), imposes strict penalties for child trafficking and commercial sexual exploitation of children.

CHILD LABOUR IN FIJI: ILO, 2010

Survey of 5 categories: children in CSEC, street children, agricultural workers, children of informal/squatter settlements and “at risk” children.

1611 children and 1136 adults in three main divisions. Mix of random and snowball techniques.

ACTIVITY	NUMBER	GENDER (%)	AGE OF YOUNGEST	IN SCHOOL (%)	LIVING WITH FAMILY (%)
CSEC	104	M=22; F=78	13	65	≈ 70
STREET	214	M=80; F=20	5	41	≈ 78
AGRIC	343	M=56; F=44	5	87	NR (≈100)
INFORMAL	362	M=47; F=53	5	87	NR (≈100)

Street children and children in informal settlements do similar kinds of outside work: wheelbarrow boys; vendors, shoe shine ... but those in informal settlements also do a lot of household chores. All groups include considerable numbers doing hazardous work.

Some children work to pay school costs!

ECONOMIC ANALYSIS OF CHILD LABOUR

The time constraint:

$$[\text{School}] + [\text{Work}] + [\text{Leisure}] \leq 24$$

Leisure = Play + Rest

[] + [] = adult time constraint

[] + [] = well off children

[] + [] = economic view.



Thus, much economic analysis and policy discussion treats missed schooling opportunities as the main opportunity cost of child labour.

FACTORS CAUSING MISSED SCHOOLING

The main cause:

POVERTY

(Basu and Van 1998)

Aggravating factors:

- Lack of social safety net (Kane 2009)
- Lack of access to credit (Ranjan 2001; Bhalotra and Heady 2003)
- Lack of affordable + quality education (Jafarey and Lahiri 2005)
- High youth (18-24) unemployment (UCW 2012)
- Parental inheritance (Emerson and D'Souza 2003; Emerson and Knabb 2006)

LIMITATIONS OF THE ECONOMIC APPROACH

Child labour does not always displace school enrollment or even school attendance

- Ravallion and Wodon 1999: Bangladesh food-for-education subsidy led to an increase in school enrollment but not a decrease in child labour.

Social and cultural factors matter:

- Female headship and mother's education and work status affect child labour, although in complex ways (Grootaert and Kanbur 1995)
- Family tensions/rivalries/conflicts are important for the allocation of resources and time. These are ignored in the *unitary household* model.
 - Bhalotra 2004: Found a positive relation between household expenditure on tobacco (proxy for parental selfishness) and child labour (controlling for other factors) in the Pakistan PIHS (HIES) data of 1991.

Policies to combat child labour can be classified in several ways

Employer-focused:

Consumer Boycotts, Trade Sanctions, CLF Certification (Unilateral)
ILO Conventions (Multilateral)
Bans, Fines, Minimum Age Laws (Internal)

Employee-focused (not including general poverty alleviation):

Compulsory Schooling
Food for Education, CCT (e.g. Bolsa Escola, PROGRESA)
Vocational Training and Rehabilitation
Helping children find light work opportunities that do not conflict with school attendance.

Red = arms length

Green = require engagement

THE HARKIN BILL

Harkin bill and child workers in Bangladesh garments

By: Shahidul Alam (New Internationalist Magazine)



No photographs. Saleha is scared. Many a time she has hidden under tables, been locked up in the toilet or been sent to the roof in the scorching sun for two or three hours. It happens whenever foreign buyers enter the factory. She knows she is under-age, and doesn't want photographers messing things up - she needs the job. The whole industry has suddenly become sensitive. Owners want their factories open. The workers want their jobs. The special schools for former child labourers want aid money.

No photographs. Neither Saleha nor any of the other child workers I have interviewed have ever heard of Senator Tom Harkin. All they know is that pressure from the US, which buys most of Bangladesh's garments, has resulted in thousands of them losing their jobs at a stroke. According to a press release by the garment employers in October 1994: '50,000 children lost their jobs because of the Harkin Bill'. A UNICEF worker confirms 'the jobs went overnight'.

GLOBAL INITIATIVES:

ILO IPEC

UNICEF CHILD PROTECTION PROGRAMME

SAVE THE CHILDREN

ILO-EC TACKLE (Targeting Child Labour Through Education)

REGIONAL INITIATIVES:

TACKLE is a partnership between the ILO, EC and 12 governments in the ACP region. Fiji and PNG are both members.

Some activity in other PICs.

IPEC CASE STUDY:

Prevention and Elimination of Child Labour in Global Supply Chains: the Soccer Ball Industry in Pakistan – discusses cooperative approaches that work employers, children and families.

CONCLUSIONS

- **Child labour is one of the most troubling effects of poverty.**
- **Things have improved but the incidence remains high and, in any case, when it comes to children even one is too many.**
- **Child labour exists in PICs although its presence is masked by relatively healthy school enrollment and attendance figures plus its concentration in certain sectors and activities.**
- **Child labour should be mainstreamed in statistical practice.**
 - **Schooling data are not enough by way of negative proxy for child labour.**
- **Arms length policies against child might do more harm than good.**

