

**Technical Exchange Meeting  
Implementing a Risk Model for Child Labour in Pilot Countries of  
Latin America and the Caribbean: Outcomes and Future Outlook  
PROCEEDINGS**

**[Executive Summary]**

**Brasilia, 14-15 September 2017**

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## 1. OVERVIEW OF THE MEETING

### 1.1 *Participants*

Among participants were representatives of the governments of Argentina, Brazil, Colombia, Costa Rica, Jamaica, Mexico and Peru –six of whom were focal points for the Regional Initiative–, consultants in charge of implementing the Risk Model for Child Labour, the team of the Technical Secretariat to the Regional Initiative and one consultant from ECLAC.

### 1.2 *Overview of each Session*

#### **Opening Session**

Welcome notes were delivered by representatives of the Brazilian Office of the International Labour Organisation, the Brazilian Cooperation Agency (ABC), the Secretariat of Labour Inspection (Ministry of Labour - Brazil) and the Secretariat of Social Assistance (Ministry of Social Development - Brazil).

#### **Session 1: Socio-economic development in Latin America and its connection to the persistence of child labour**

**Format:** Presentation

**Panellists:** Andrés Espejo, Economic Commission for Latin America (ECLAC); María Olave, Technical Secretariat to the Regional Initiative.

#### Core ideas from the presentation by the ECLAC representative:

- The links between inequality and child labour are reflected in the levels of risk to which children and adolescents are exposed when entering the labour market prematurely.
- Child labour reproduces inequality in the region. The effects of child labour are felt throughout the life cycle of those engaged in it, as well as inter-generationally.
- Boys and girls in Latin America and the Caribbean are affected differently by child labour according to their gender, territorial extraction, social class, age, race and ethnicity –the structural underpinnings of inequality.
- Public policies should take into account the various structural underpinnings of inequality in order to understand the complexities of child labour.

#### The presentation by the representative of the Technical Secretariat focused on the following points:

- In 2014, the Regional Initiative undertook to accelerate the pace of reduction of child labour to declare the region as the first in the world to be free of child labour.
- The Risk Model for Child Labour aims to identify territories with the highest likelihood of child labour, determine what geographic areas and population groups should be targeted for preventive efforts, weigh the effect of the different variables on child labour and define the most relevant multisectoral actions in the territories to prevent children and adolescents from entering the labour market.
- The approach proposed by the Regional Initiative turned out to be an early response to a renewed global priority to end child labour.
- The Regional Initiative has deepened the interdependence between Target 8.7 and other SDG targets.

## Session 2. DISCUSSION PANEL: Challenges and opportunities for implementing the Risk Model for Child Labour in pilot countries

**Format:** Discussion among panellists and participants

**Handout material:** Question guide on implementation timing and other aspects of this tool

**Panellists:** Representatives from the governments of Argentina, Brazil, Colombia, Costa Rica, Jamaica, Mexico and Peru.

**Moderator:** María Olave, Technical Secretariat to the Regional Initiative “Latin America and the Caribbean Free of Child Labour.”

The countries' insights into their respective implementation processes regarding the Risk Model:

### Methodology for implementing the Risk Model for Child Labour

- The countries participating in the first pilot implementation for the model were informed by the experience of Brazil.
- Secondary information rather than administrative records were used during the characterisation stage.

### Data Sources

- Colombia: Colombia used the Comprehensive Integrated Household Survey (GEIH) of the National Administrative Department of Statistics (DANE), in addition to the survey of the System for Identifying Potential Beneficiaries of Social Programmes (SISBEN) –the latter covers approximately 70% of the country, is updated more or less regularly by the territories themselves and is used for improving the targeting of social programmes.
- Peru: Peru used a system targeting the most vulnerable households and populations living in poverty.

### Outcomes

- Argentina: The country has data on more than 2020 municipalities, of which more than 500 were highly vulnerable to child labour.
- Costa Rica: The country has one of the lowest child labour rates in the region, at 3.1%. The way in which the model is to be implemented is still under review, but ample availability of administrative records will allow for adequate characterisation of the results.
- Jamaica: The country is in the process of reviewing how the model will be implemented, as it is only now characterising the issue of child labour through a Youth Activity Survey, whose data will be published in January 2018.
- Peru: The country has one of the highest rates of child labour in the region. The likelihood of child labour is three times greater in rural areas than in urban areas.

### Technical capacity of countries to apply the methodology

- Colombia: an inter-institutional team was formed, led by the National Planning Department.
- Jamaica: the country has encountered a number of constraints in implementing the model: (a) limited institutional capacities; (b) difficulty in ensuring sustainability of the model. Work is being undertaken closely with the Statistical Institute of Jamaica. The survey to be used was conducted with the support of the ILO and the entities leading the effort in the country; namely, the Ministry of Labour and the Ministry of Social Security.

- Mexico: Implementing the model required acquiring knowledge about logistical models and making use of surveys to extend beyond describing variables. An advantage for Mexico is the ample availability of representative municipal-level surveys.

### Usability of results for public policy

- Colombia: Colombia expects that the practice of assigning each child a score for his or her level of risk will allow conditions to be created to articulate the necessary institutional supply, within the framework of inter-institutional committees.
- Brazil: Vulnerability maps make it easier to get to the heart of the problem, which is linked to other problems, such as poverty. Therefore, this model is considered to represent an important strategy to provide regional assessments and strengthen intersectoral actions to be taken.
- Costa Rica: Costa Rica believes that key challenges lie ahead in the process of adopting this tool. It is essential to approach the local governments and have a strategy in place to ensure that the risk model is used in the territories despite changes of government and new development plans.
- Peru: the model has made it possible to establish which variables may have a direct causality to explain child labour, and to define clearer intersectoral paths for action than current ones.
- Mexico: It is in Mexico's interest that the model allow them to articulate public policies associated with child labour, and make it possible to continually update the maps to ensure changes are reflected quickly.

### Conclusions for the employers' and workers' sectors:

- Both sectors considered it important to link employers' and workers' organisations from the outset, so they consulted on mechanisms used in these countries to integrate these sectors.

### **Session 3. LESSONS: lessons learned and key criteria for the 2018 round of implementation of the Risk Model**

**Speakers:** Noortje Denkers, Technical Secretariat to the Regional Initiative "Latin America and the Caribbean Free of Child Labour," and Andrés Espejo, Economic Commission for Latin America and the Caribbean (ECLAC).

### Speakers noted some lessons learned from the implementation process:

- The risk model methodology is adaptable to the national context.
- The process should be led by the ministries of labour and involve tripartite partners from the outset.
- Implementation of the risk model is a collaborative development process that promotes coordination among actors, either from the outset or at some stage in the process.
- It should be ensured that the different levels of government (local, regional, federal) are involved.
- Installed capacity must be strengthened.
- It should be ensured that the results are operational for public policy in the territory (at municipal level).
- It is possible to use the results in multiple ways.
- The Regional Initiative has moved from retroactive to proactive action.

### The countries complemented these insights with the following ideas from their national experience:



- Argentina: It should be better specified what the model is for and what the limitations of the methodology are.
- Brazil: A diagnosis of logistical models should be made in the territory; this can be done inter-censally to verify how child labour varies in time and place, and how it can be expressed at a level below the surveys we currently have.
- Colombia: A manual on the interpretation of model results should be provided as this proved to be a challenge.
- Mexico: It can be useful to assign tasks across ministries/consultants and involve all actors (education, health, development etc.).

#### **Session 4. LEARNING FROM THE EXPERIENCE: Intersectoral municipal action for prevention and elimination of child labour in Brazil.**

**Speaker:** Representative of the Ministry of Social and Agricultural Development of Brazil

##### Core ideas:

- The Child Labour Elimination Programme (PETI) is part of the Basic Social Protection Programme of the Unified System of Social Assistance (SUAS), the decentralised and participatory system that manages social assistance activities.
- As from the 2010 census, the PETI was redesigned due to the changing characteristics of child labour. The structure of the SUAS was also enhanced. This enabled focusing actions on municipalities with a high incidence of child labour and establishing co-financing schemes for these municipalities for a period of 3 years in order to fulfil the strategic actions of the PETI.
- Among the achievements of this reformulation were:
  - increased awareness and referrals to protection services;
  - greater coordination with other policies and understanding by actors of the intersectoral actions of the PETI;
  - active participation by the states/municipalities in PETI meetings;
  - conducting national workshops in 2015 and 2016;
- A Monitoring System for the PETI (SIMPETI) was created to register actions addressing child labour at municipal and state levels (both for co-financed and non-co-financed schemes), within the framework of the five core strategic actions of the PETI.
- Challenges to preventing and reducing child labour in Brazil: (i) enhancing identification of child labour; (ii) intensifying inspection actions; (iii) expanding social assistance, education and health networks; (iv) strengthening technical education and training for the world of work for adolescents, among others.

## **Session 5. COUNTRY RESPONSES: Using the results of the Risk Model for policy dialogue and territorial intervention**

**Format:** Breakout groups by country followed by a plenary discussion

**Materials:** Question guide

### **Use for the results of the Model**

- As inputs for advancing coordination and social dialogue: developing a Memorandum of Understanding among government, employers and workers; and, submitting the results to the National Steering Committees on Child Labour Prevention and Elimination and regional and/or local committees for use as a management tool.
- Disseminating and linking results to, for instance, poverty reduction, health improvement, the scope of the 2030 agenda, etc.
- Promoting budget increases for municipalities with higher risk of child labour and also for regional and national level activities.
- Providing technical assistance to local governments with proposals for action plans based on the results of the risk model.
- Targeting resources and public policy interventions to establish a progressive strategy for territorial intervention for the various lines of action.
- Generating debate on the possible causes of child labour in the territories.
- As inputs for academic research.

### **Requirements by the countries for enhancing implementation of the Model**

- Training on the Model (statistics, interpretation of data) aimed at various types of officials, trade unions, decision-makers, institutions maintaining administrative registers and civil society, at national, regional and local levels.
- Engaging in proactive dialogue with local and municipal authorities and the social partners.
- Involvement of private and trade union sectors at the level of the territories; establishing public-private partnerships.
- Establishing a dedicated team in the Ministries of Labour to deal with this issue.
- Generating mechanisms to compare results over time (monitoring and evaluation).
- Defining leadership and institutional roles, through agreements that formalise them.
- Allocating a specific budget at national and local levels for implementing the Model and formulating policy.

### **Obstacles to implementing the Model**

- Limited bargaining and leadership capacity at the Ministry of Labour and low political commitment.
- Weak inter-institutional synergies, leading to limited inter-sectoral and inter-institutional action.
- Limited technical tools, limited access to statistical knowledge and programmes.
- Uncertainty in the face of political changes; the Model needs to be institutionalised.

Based on the exchange, it was proposed that the Regional Initiative take the following **next steps** to overcome the identified obstacles in the short or medium term:

- Generate tools for use by the Model at local, sectoral (e.g., agriculture), audit and local policy levels, among others.
- Generate research on specific topics.
- Build the capacities of tripartite actors at the national level (gaining the actors' commitment to implement it at the local level).
- Formalise the process (define leadership, responsibilities, roles).
- Strengthen advocacy capacity at the local level.
- Evaluate how to present the risk model in the media and present it.
- In the dissemination discourse, link the risk model to 2030 Agenda themes.
- Ensure availability of information in the three languages of the Regional Initiative countries.
- The group of pilot countries can coach the 2018 round. To this end, the Technical Secretariat will evaluate those countries that meet the conditions to begin implementing the model in 2018.

**Additional comments:**

Employers:

- ✓ Involve the ministries or National Planning entities in the process of implementing the model, with a view to ensuring budget allocation. This is justified, moreover, because it is a national-level action and implementation of the 2030 Agenda is also coordinated at the country level. Also, it is necessary to ensure that results are disseminated at the national level.

Peru:

- ✓ The Model may be useful in other areas that have not yet been considered.
- ✓ It provides arguments for working with actors who have not been substantially involved in addressing child labour.
- ✓ It must be ensured that a formal transfer of the acquired knowledge is made.

Brazil:

- ✓ It is necessary to analyse how to make the model viable.
- ✓ Brazil consulted on how to ensure that, at the local level, public authorities or officials can be made to understand their competencies and how to use the Model as a strategy, rather than simply a diagnostic tool.
- ✓ In line with Target 8.7, the countries need to undertake a strategy to include the municipalities in similar processes.

Mexico:

- ✓ Trained officials could be trainers for other countries.
- ✓ Long-term vision is necessary. For this reason, once territories have been targeted, it is necessary to know what actions will be carried out in each of them, what tools are needed and what good practices already exist.

## Session 6. PRESENCE OF THE REGIONAL INITIATIVE AT THE IV GLOBAL CONFERENCE: forums and key messages.

**Format:** Panel discussions followed by an open exchange

**Objective:** To share information on the IV Global Conference on Sustained Eradication of Child Labour and jointly identify interests and expectations about the message that the Regional Initiative wishes to convey at the aforementioned forum.

**Speakers:** Fausto Spiga, Ministry of Labour, Employment and Social Security of Argentina, and Elena Montobbio, Technical Secretariat to the Regional Initiative “Latin America and the Caribbean Free of Child Labour.”

- **Agenda**

- Available from the following link: <http://childlabour2017.org/en/schedule>

- **Registration**

- It was noted that the deadline for registration has been extended until September 21.
- It was suggested to register early, in order to begin procedures to obtain an Argentine visa, if required.

- **Travel costs**

- The government of Argentina will meet the cost of one night's hotel accommodation for one person from each sector of each delegation, as well as the cost of transportation from the hotel to the venue and back and to the airport.

- **Participation by the Regional Initiative**

- The Regional Initiative will present a commitment before the IV Global Conference.
- The role of Ministers will be to present the commitments undertaken by each country.
- It remains to be confirmed whether the Regional Initiative will conduct a side event with the African Union, the European Union and/or Mercosur.
- The Technical Secretariat is discussing the possibility of including the Regional Initiative in one of the panels. In addition, consideration is being given to whether there will be enough time for a presentation by the Regional Initiative.

- **Commitments**

- It was advised that although three consultation forums have already been held, the Declaration Drafting Committee will use the inputs obtained from IV Global Conference. The fourth and final round of consultations will take place in October.
- Diplomatic delegations from the countries will have access to this document.

### **Additional comments:**

#### Workers

- ✓ They commented that they will share the experience of the Regional Initiative with the International Trade Union Confederation (ITUC) and other bodies such as the European federations to guarantee the strategic, ideological and political positioning of the strategy against child labour.

#### Focal Point for Employers, Marisol Lineros

- ✓ She expressed that the participation of NGOs at The Hague was chaotic, and that NGO participation at the III Global Conference in Brazil was null. Fausto replied that likely side events with the NGOs will be carried out since NGOs are important actors in addressing the issue and they should be given a space to participate.

- ✓ Commitments are important in Argentina as the country is focusing on commitments for the future, unlike at other conferences.

#### Focal Point For Mexico:

- ✓ She reported that a space will be provided for each delegation to present their commitments, as is the practice at the ILO Conference.

#### Fausto Spiga, Focal Point for Argentina

- ✓ Themes of the IV Global Conference: Themes were decided on by the Governing Body of the ILO, not by the Government of Argentina.
- ✓ Participation of NGOs: a selection process will be launched based on the criteria that the ILO uses to include such organizations on its list. A concept note on this topic will be published on 15 September.
- ✓ Decent work will not be dealt with in a thematic panel given that it is a crosscutting theme. Reference to this will be made at each panel and on the Declaration.
- ✓ Participation of children and adolescents: He responded that after extensive debate, it was decided that there will be no in-person participation by children under the age of 18 due to security and logistical issues; and, furthermore, because there is a sector that promotes the participation of children and adolescents with a contrary position to that of the IV Global Conference.
- ✓ Participation of more than one sector of the Brazilian government: Brazil could submit a proposal for participation of both bodies; however, in principle it would not be possible since more countries would want to include other bodies as part of their national delegation.

### **Session 7. NEXT STEPS: Open dialogue on national level and regional positioning actions**

**Moderator:** María Claudia Falcao, Technical Secretariat to the Regional Initiative “Latin America and the Caribbean Free of Child Labour.”

The Regional Initiative identified key messages and issues to be shared and considered at the following spaces:

#### a) **Side event**

#### Messages to be shared:

- The Regional Initiative is a tripartite mechanism for coordination and social dialogue, consolidated and backed by actions in 27 countries of Latin America and the Caribbean and should be taken into account in order to meet Target 8.7 on ending child labour.
- It generates knowledge; e.g., the methodology for implementing the Risk Model for Child Labour
- It has a proprietary communication and monitoring system that takes advantage of new technologies.
- It facilitates interaction with cooperating partners, such as international cooperation agencies and partnerships with international organizations (ECLAC, IOM).
- It creates a network of contacts with other ministries (of Social Development, Health, etc.), which strengthens the coordination of efforts to identify and care for children and adolescents in child labour.

- It has a Web Platform in three languages.
- It contributes effectively to the achievement of Target 8.7.

Comments:

- ✓ Request the granting of a side event specific to the Regional Initiative.
- ✓ Marisol Lineros, Focal Point for Employers, proposed that all focal points and representatives of the Regional Initiative countries wear the Regional Initiative lapel pin.

**b) Presentation on the Regional Initiative and national level actions to prevent and eliminate child labour**

Proposed format: interactive presentation with access to systematised digital materials.

Share the following information:

- Most relevant initiatives for the strategy against child labour at country level.
- National strategies to achieve Target 8.7.
- Videos by the Ministers of Labour expressing their support to the Regional Initiative.
- Good practices/success stories, commitment of workers and employers, regional commitment to become the first child labour-free region.

**c) Interactive Stand to learn about the Model**

Proposed format: Presentation using virtual reality. Evaluate partnership with Samsung.

Messages to be shared:

- The risk model highlights the importance of the characteristics of the territory: the model disseminates the territorial identity and good practices at governmental level for their implementation and replication at the local level.
- The model is proactive, not reactive.
- The model highlights objectives, achievements and opportunities, as well as the cost-effectiveness in advancing the targets.

Comments:

- ✓ It was proposed, furthermore, that the Model be presented at the panel discussion on knowledge management.

A complete version of the Proceedings is available in Spanish from the following link:  
<http://iniciativa2025alc.org/sites/default/files/memoria-reunion-modelo-riesgo-TI.pdf>