



International  
Labour  
Organization

# Good practices on the elimination of child labour in Central Asia





# **Good practices on the elimination of child labour in Central Asia**

International  
Programme on  
the Elimination  
of Child Labour  
(IPEC)

Fundamental Principles and Rights at Work (FPRW) Branch  
Governance and Tripartism Department

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# Abbreviations

<b>ACT/EMP</b>	Bureau for Employers' Activities
<b>ACTRAV</b>	Bureau for Workers' Activities
<b>CA</b>	Country Analysis
<b>CIS</b>	Commonwealth of Independent States
<b>CLM</b>	Child Labour Monitoring
<b>CLMC</b>	Child Labour Monitoring Committee
<b>CLMS</b>	Child Labour Monitoring System
<b>CLU</b>	Child Labour Unit
<b>DWCP</b>	Decent Work Country Programme
<b>EFW</b>	Expanded Funding Window
<b>FTU</b>	Federation of Trade Unions
<b>ICFTU</b>	International Confederation of Free Trade Unions
<b>ILO</b>	International Labour Organization
<b>ILO-IPEC</b>	ILO's International Programme on the Elimination of Child Labour
<b>IOM</b>	International Organization for Migration
<b>IUF</b>	International Union of Food
<b>JCSS</b>	Joint Country Support Strategy
<b>MDGs</b>	Millennium Development Goals
<b>MDT</b>	Multi-Disciplinary Team
<b>MES</b>	Ministry of Education and Science of Tajikistan
<b>MLEM</b>	Ministry of Labour, Employment and Migration of Tajikistan
<b>MHSD</b>	Ministry of Health and Social Development of Kazakhstan
<b>NAP</b>	National Action Plan
<b>NCAE</b>	National Centre for Adult Education of Tajikistan
<b>NCEK</b>	National Confederation of Employers of Kyrgyzstan
<b>NCLS</b>	National Child Labour Survey
<b>NFE</b>	Non-formal education
<b>NGO</b>	Non-governmental organization
<b>NIPDT</b>	National Institute for the Professional Development of Teachers of Tajikistan
<b>NP</b>	National Policy
<b>NTMC</b>	National Training and Methodology Centre of Tajikistan
<b>OSH</b>	Occupational safety and health

<b>PEP</b>	Population Employment Programme
<b>PSU</b>	Primary Sampling Unit
<b>RDT</b>	UN Regional Directors Team
<b>SCREAM</b>	Supporting Children's Rights through Education, the Arts and the Media
<b>SKO</b>	South Kazakhstan Oblast
<b>SLMDS</b>	State Labour Market Development Strategy
<b>SPASP</b>	State Programme of Action by the Social Partners on the Elimination of the Worst Forms of Child Labour
<b>TUESWK</b>	Trade Union of Education and Science Workers of Kyrgyzstan
<b>TUESWT</b>	Trade Union of Education and Science Workers of Tajikistan
<b>TUFESA</b>	Trade Union Federation of Education and Science of Albania
<b>TWG</b>	Tripartite working group
<b>UNCT</b>	United Nations Country Team
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNI</b>	Union Network International
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIFEM</b>	United Nations Development Fund for Women
<b>USSR</b>	<i>Union of Soviet Socialist Republics</i>
<b>VET</b>	Vocational Education and Training
<b>WDACL</b>	World Day Against Child Labour



# Preface

**The accelerated decline in child labour around the world in recent years has shown that, with the right policy mix and tripartite engagement, real and sustainable progress can be made. The success of the ILO's constituents in Kazakhstan, Kyrgyzstan and Tajikistan is a fine example of what works.**

Since 2005, with the support of ILO-IPEC, ILO constituents and partners in Kazakhstan, Kyrgyzstan and Tajikistan have been combating child labour by implementing projects funded by the governments of Germany and the United States.

All three countries have ratified both ILO child labour Conventions and have put in place mechanisms to address the problem. Yet, child labour still persists – as elsewhere in the world - mainly in the informal services sector, agriculture and among children trafficked for child labour in domestic work, commercial sexual exploitation of children and illicit activities.

ILO-IPEC's strategy in these countries has been two-pronged. It has combined upstream interventions to support the development of coherent policies providing sustainable and systemic responses to child labour with direct service provision at the community level to remove children from child labour and pilot remedies to demonstrate their effectiveness. The priorities of ILO-IPEC in these countries continue to be guided by the 2010 ILO Global Action Plan.

The good practices described in this publication are presented under the main pillars of intervention in Kazakhstan, Kyrgyzstan and Tajikistan:

1. Mainstreaming child labour into national policy frameworks;
2. Increasing the knowledge base on the worst forms of child labour;
3. Enhancing the capacity of government officials, employers' and workers' organizations, and NGOs;
4. Advocacy and awareness-raising activities;
5. Providing direct services to working children and children at risk, including through Child Labour Monitoring Systems (CLMS).

They also include examples regarding the continuing priorities of child labour and youth employment, social protection, and partnership with other UN organizations. The good practices in this document were selected in consultation with ILO constituents, partners and project staff. They reflect some of the key experiences and learning that has emanated from these projects, particularly in recent years. Additional documentation and resources can be found on the FPRW/IPEC website countries dashboard.

We commend the efforts and achievements of the project partners and staff in each of these countries. Their work has helped mobilize key stakeholders, including government ministries, workers' and employers' organizations and civil society organizations to work towards the elimination of child labour, with accelerated action against its worst forms.

Much has been achieved but we must continue to step up efforts to fight child labour. We should grasp the opportunity to learn from these experiences. Consolidating and strengthening what we know has worked in the region and building on the awareness and momentum already generated should help us ensure that every child can acquire the education and skills to which they are entitled – and which they need to access decent work as adults and to allow them, in the future, to ensure their children are in school and not in child labour.



**Corinne Vargha**

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# Introduction

Good practices are a core element of a “learning by doing” approach, and contribute to the sharing of effective and innovative measures to tackle child labour, to the building of a knowledge base and ultimately help sustain progress towards the elimination of child labour. 15 good practices from Kazakhstan, Kyrgyzstan and Tajikistan are presented here, along with highlights on advocacy and awareness raising in the three countries, with a view to their wider dissemination to enable policy makers and practitioners in Central Asia and beyond to learn from these experiences as well as, where suitable, adapt and replicate them as per the country context.

In all three project countries, ILO-IPEC has engaged in a combination of policy-related interventions to create a conducive environment to tackling child labour, together with service-orientated activities at the community level. The priorities of ILO-IPEC in these countries continue to be guided by the Global Action Plan (adopted by the ILO's Governing Body in 2010) which sets the internationally agreed goal of eliminating the worst forms of child labour by 2016. The good practices are presented under the main pillars of intervention in each of the three countries:

1. Mainstreaming child labour into national policy frameworks;
2. Increasing the knowledge base on the worst forms of child labour;
3. Enhancing the capacity of government officials, employers' and workers' organizations, and NGOs;
4. Advocacy and awareness-raising activities;
5. Providing direct services to working children and children at risk, including through Child Labour Monitoring Systems (CLMS) in order to identify children in or at risk of child labour, refer them to services and track them to ensure that they have satisfactory alternatives.

From ILO-IPEC's perspective, good practices can emanate from a programme activity at any level, from broad policy-level activities to grassroots interventions at field level. They need not exemplify an overall project or programme. A key aspect of a good practice is that it has been tried and shown to work, as distinct from a potentially good idea that has not been tested in practice. It may also represent work in progress.

The good practices featured in this publication were documented by the agencies that implemented them and validated in a workshop with partners from Kazakhstan, Kyrgyzstan and Tajikistan, which included representatives of the key ministries and governmental agencies/institutes, trade unions and employers' organizations, international organizations, international and local NGOs.

The following set of criteria was used in identifying and documenting the good practices included in this publication. Good practices should be:<sup>1</sup>

- innovative or creative;
- documented as effective and/or have impact;
- replicable;
- sustainable;
- relevant to direct or indirect action against child labour;
- responsive and ethical;
- efficient in the use of resources (human, financial or material) in their implementation.

<sup>1</sup> Taken from: B. Perin, *Combatting child labour: Sample good practice guidelines, Understanding Children's Work*, 2003.

## Background: child labour in Central Asia

The most recent ILO Global Reports on Child Labour<sup>2</sup> suggest an overall decline in the number of children working in the transition economies in Central Asia and Eastern Europe. Economic growth and poverty reduction combined with political commitment to combating child labour have led to significant progress. The ratification rate of the ILO child labour Conventions has been encouraging, as all ten countries of the Commonwealth of Independent States (CIS) countries have ratified both Conventions Nos. 138 and 182.

However, major challenges remain in several countries in Central Asia, where large informal economies foster the exploitation of children. In urban areas, many street children fall victim to the worst forms of child labour – commercial sexual exploitation, involvement in drug trafficking, and other hazardous work that is harmful to their physical and mental development. In rural settings, children still perform hazardous work in agriculture (tobacco, cotton, vegetable production). Moreover, the last 15 years have seen a steep decline in pre-school attendance, secondary schooling and vocational education and training (VET). Illiteracy is also on the rise in some countries. These trends contribute directly to the problem of child labour. Furthermore, children from rural areas are trafficked to urban centres or wealthier countries for labour exploitation. Reliable statistics on the magnitude of trafficking remain unavailable as data from government agencies mostly relate to prosecutions and, therefore, vastly underestimate the extent of the problem.

Kazakhstan, Kyrgyzstan and Tajikistan are among the countries in Central Asia that are seriously affected by child labour, in particular its worst forms. The prevalence of the worst forms of child labour in these countries has disastrous consequences on the safety, health and well-being of children. Despite the encouraging results of efforts to tackle the problem, urgent action is still required to eliminate child labour, in particular its worst forms.



*Working children in tobacco fields in Almaty oblast, Kazakhstan, 2007.*

<sup>2</sup> ILO-IPEC: *Marking progress against child labour – Global estimates and trends 2000-2012*, ILO, Geneva, 2013, and ILO: *Accelerating action against child labour, Global Report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work, Report of the Director-General*, Geneva, 2010.

## ILO-IPEC in Central Asia - Project overview

The ILO's International Programme on the Elimination of Child Labour (ILO-IPEC) has been working in Central Asia since 2005, providing technical and financial assistance to ILO constituents in Kazakhstan, Kyrgyzstan and Tajikistan in the implementation of the ILO child labour Conventions: the Minimum Age Convention, 1973 (No. 138) and the Worst Forms of Child Labour Convention, 1999 (No. 182), as well as in the design, implementation, monitoring and evaluation of national child labour strategies, policies, and programmes.

Since 2005, ILO-IPEC has implemented the following projects in the region:

- Regional Programme on the Worst Forms of Child Labour (2005-2007), funded by the US Department of Labor, focusing largely on awareness-raising for the main stakeholders and on capacity building of governmental and non-governmental actors for the development and implementation of relevant action towards the elimination of child labour;
- Combating the Worst Forms of Child Labour in Central Asia through Education and Youth Employment: An Innovative Regional Programme (2005-2007), funded by the Federal Republic of Germany, focusing on the linkage between child labour and youth employment;
- Combating Child labour in Central Asia – Commitment becomes Action (PROACT-CAR 2008-2014), funded by the Federal Republic of Germany, and implemented as a follow-up of both former projects. The project contributed to: (a) mainstreaming child labour into national policy development frameworks; (b) enhancing the knowledge base on child labour; (c) enhancing the capacity of the ILO constituents to address child labour; (d) advocacy and awareness-raising for the general public and policy makers; and (e) supporting direct interventions for the prevention and withdrawal of children from the worst forms of child labour.

The above-mentioned projects have established an ILO-IPEC presence in the region, developed solid working relationships with the main stakeholders, and – most importantly – have put child labour on the political agenda and into the policy debates of the countries concerned. In the project countries, permanent bodies have been established, which serve as forums for discussion on child labour issues. Furthermore, National Action Plans on the elimination of child labour have been designed in Kazakhstan, Kyrgyzstan and Tajikistan. The projects have also further enhanced public awareness about child labour and have strengthened the capacity of the national stakeholders to address the problem in the countries concerned.



## Emerging good practices

The emerging good practices are presented under ILO-IPEC's pillars of intervention in Kazakhstan, Kyrgyzstan and Tajikistan:

1. Mainstreaming child labour into national development frameworks;
2. Increasing the knowledge base on the worst forms of child labour;
3. Enhancing the capacity of government officials, employers' and workers' organizations, and NGOs;
4. Advocacy and awareness-raising activities;
5. Providing direct services to working children and children at risk, including Child Labour Monitoring Systems (CLMS), in order to identify child labourers and children at risk of entering the worst forms of child labour, refer them to services and track them to ensure that they have satisfactory alternatives.

In addition, sub-section 6 provides examples on child labour and youth employment, sub-section 7 provides an example on the linkages between child labour and social protection, and sub-section 8 provides an example of partnership with other UN organizations.



*8 year old boy working at Dordoi wholesale market, CLMS pilot area, Bishkek, Kyrgyzstan, 2012.*





*Children working in the harvesting of fruit crops in a family orchard, Sougd Region, Tajikistan, 2009.*



*Five year old boy working in cotton production, Osh region, Kyrgyzstan, 2007.*





*Developing the National Action Plan (NAP) on the elimination of the worst forms of child labour, Tajikistan, 2012.*



# 1. Mainstreaming child labour into national development frameworks

An adequate legal framework and complementary social and economic policies and strategies are essential for effective action against child labour. Given the complex multi-sectoral and multi-agency nature of child labour interventions, the range of partners involved is broad, involving departments and units within ministries and agencies at central and local levels, social partners and civil society organizations, as well as local implementing organizations.

Therefore, ILO-IPEC promotes the mainstreaming concept as a policy and operational strategy for ensuring that child labour is approached and addressed as a multi-sectoral issue through coordinated and sustained efforts by multiple agencies and stakeholders. In this context, mainstreaming refers to concerted and systematic action by governmental and non-governmental agencies to integrate and reflect such elements into their processes, policies, programmes and budgets, which will contribute to the sustained prevention and elimination of child labour.

## Good practice No. 1 - Developing a National Policy and a National Action Plan on child labour (Tajikistan)

*Tajikistan ratified ILO Convention No. 182 in 2005. To support the country's efforts to develop the first National Policy and National Action Plan (NAP) on the elimination of the worst forms of child labour, IPEC supported a consultation and drafting process with key national, regional and local stakeholders. As a result, the National Policy and National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labour in Tajikistan for 2015-2020 will be adopted by the Executive Office of the President in 2014.*



*District-level discussion of the National Action Plan (NAP) on the elimination of the worst forms of child labour, Isfara District, Tajikistan, 2012.*

### Why is this a good practice?

The National Policy and NAP consultation process brought together different stakeholders, and despite sometimes opposing views, enabled them to reach a consensus and agree upon a first policy and joint plan of action to work towards the elimination of the worst forms of child labour in Tajikistan by 2020.

### Background

Although Tajikistan had ratified ILO Convention No. 182 in 2005, a National Policy and NAP on the elimination of the worst forms of child labour had yet to be developed. In 2011, a State Labour Market Development Strategy (SLMDS) for 2013-2020 was approved by the Government of Tajikistan. ILO-IPEC had supported the mainstreaming of child labour issues into the SLMDS through Activity 3.3.3 on developing a Long-Term State National Programme on Combating the Worst Forms of Child Labour. To promote the implementation of the Strategy, a Memorandum of Understanding was signed between the Ministry of Labour, Employment and Migration (MLEM)<sup>3</sup> and the Information Research Centre “SocService” (an NGO) to implement the ILO-IPEC action programme “Drafting of a National Policy and a National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labour in Tajikistan for 2013-2020 based on wide consultations with key stakeholders at central and local levels.”

<sup>3</sup> In December 2013, the Ministry of Labour and Social Protection was reorganized and became the Ministry of Labour, Migration and Employment.

## Key steps and achievements

A Tripartite Working Group (TWG) was established to draft the National Policy and NAP, under the authority of the Coordination Council on the Elimination of Child Labour and in cooperation with the MLEM and the Commission on Child Rights within the President's Executive Office. The Group was composed of 25 representatives from key ministries and governmental agencies,<sup>4</sup> representatives of employers' and workers' organizations,<sup>5</sup> as well as non-governmental and international organizations.<sup>6</sup>

Since this was Tajikistan's first experience in drafting a National Policy and NAP, there was a particular focus on broad consultations to help inform and enhance the capacity of the TWG members. A series of national, regional and local level consultations took place to identify priority areas of interventions. This included 10 meetings of the TWG to draft the National Policy and NAP; an orientation workshop on child labour and the NAP for members of the Coordination Council; 20 individual consultation meetings with representatives of government agencies, social partners, NGOs, UN agencies, to prepare the background document and collect and review the necessary information; and four regional consultation meetings (Sougd, Khatlon, GBAO Oblasts and Dushanbe city) with 110 representatives including from local and regional government, employers, trade unions and NGOs. Overall, the National Policy and NAP was revised three times so that clear strategies, objectives and activities to eliminate child labour could be identified. Based on the outcomes of the regional meeting, the final version of the National Policy and NAP was presented during a validation workshop with 40 participants. The National Policy and NAP in both Russian and Tajik were subsequently uploaded onto the national website on child labour administered by the MLEM ([www.no-childlabour.tj](http://www.no-childlabour.tj)).

In 2014, the National Policy and NAP will be adopted. Prior to this, two workshops were organised for key NAP implementing partners in June 2014 to build capacity for effective NAP implementation and to help mainstream NAP activities and outputs into the programmes and budgets of the concerned organizations. The first workshop made use of the IPEC training guides "Roadmap for Achieving the Elimination of the Worst Forms of Child Labour by 2016" and "Mainstreaming Child Labour Concerns in Broader Policy Frameworks: Selected Issues and Guidelines." The second workshop focused on resource mobilization mechanisms. This reinforced the capacity of NAP implementing partners and built understanding and consensus among the key stakeholder groups on the initial steps for effective NAP implementation.

In addition, at regional level, a Regional Action Plan on the Elimination of Child Labour for Sougd Oblast/Region (northern part of the country) for 2011-2014 was approved by the Sougd Regional Government in November 2010. 300,000 Tajik Somoni<sup>7</sup> were allocated for 2011 by business structures, Regional Financial Departments and Regional Departments on Child Rights. The main areas of intervention were: awareness raising activities, prevention of child labour, withdrawal and rehabilitation of children from the worst forms of child labour, and the protection of young workers.

## Lessons learned

- The consultative process of drafting the National Policy and NAP is as important as the product itself. While repeatedly discussing and revising the National Policy and NAP is a time consuming process, it serves a number of purposes: it helps build good relations and clarifies the roles and responsibilities of the partners who can and must play a role in the prevention and elimination of child labour; and it builds consensus and commitment to ensure that the strategy agreed upon leads to concrete action and results.
- The importance of involving regional and local stakeholders in consultations should not be underestimated. During the national, regional and local consultations, greater authority and responsibility was delegated to regional and local authorities and concerned agencies at local level, who are not only more familiar with the problems facing working children and can ensure that their concerns are identified and integrated into the National Policy and NAP, but also oversee NAP implementation at local level.

<sup>4</sup> Ministry of Labour, Migration and Employment, Ministry of the Interior, Ministry of Health, Ministry of Education, Ministry of Agriculture, Ministry of Finance, Ministry of Justice, Committee on Women and Family Affairs, and Statistics Agency, as well as representatives of the Lower Chamber of the Parliament, the Department of Employment and Social Protection of the President's Executive Office and other relevant government departments.

<sup>5</sup> Federation of Independent Trade Unions of Tajikistan, Union of Employers of Tajikistan.

<sup>6</sup> ILO-IPEC, UNIFEM, UNICEF, UNFPA, UNDP, IOM and Save the Children.

<sup>7</sup> Equivalent of 67,415 USD at the UN exchange rate for January 2011 of 1 USD = 4.45 TJS.

## Good practice No. 2 - Teacher trade union mobilises parliamentarians to put child labour on the agenda (Kyrgyzstan)

*The Trade Union of Education and Science Workers of Kyrgyzstan (TUESWK) is an active partner in the fight against child labour in Kyrgyzstan, having, amongst other initiatives, supported the establishment of a Child Labour Free Zone. Thanks to the close partnership between TUESWK and parliamentarians on labour issues, TUESWK invited the Vice-Speaker and Deputy of Parliament to participate in a CLM Local Action Committee meeting in Karakol. As a result, the parliamentarians took the issue forward to Parliament and child labour concerns were mainstreamed into the Code on Children (2012), which bans the use of child labour.*



*Meeting of the Parliament Committee on Education, Science, Culture and Sports to discuss the problems related to access of child labourers to education in the framework of the implementation of the Education Development Strategy for 2012-2020, Bishkek, Kyrgyzstan, April 2013.*

### Why is this a good practice?

This good practice demonstrates the role that teachers' trade unions can play in mobilising national institutions to address child labour. The collaboration with parliamentarians proved to be an effective approach for reinforcing the commitment and efforts of the Government to address child labour. Following the adoption of the Code on Children, the parliamentarians also expressed their commitment to mainstream child labour concerns into a law on inclusive education, which is currently being drafted. In addition, in collaboration with the Ministry of Education, they assisted in mainstreaming ILO education materials on child labour in the daily work of teachers.

## Background

The close partnership between TUESWK and parliamentarians regarding the regulation of wages and the protection of labour rights, including occupational safety and health, provided an entry point to further involve parliamentarians in combating child labour.

## Key steps and achievements

In the Chuy region, with the support of ILO-IPEC, TUESWK supported the establishment of a Child Labour Free Zone. The Parliament's Committee on Education, Science, Culture and Sport demonstrated its support for TUESWK by participating in training workshops for teachers and monitoring the provision of services to children. The Ministry of Education and Science also supported TUESWK through the issuance of a Ministerial Resolution on piloting non-formal education and the use of the "Training Manual for Teachers on Non-Formal Education", in the framework of the project.

In Karakol, an area in the Issykkyl region, a Child Labour Monitoring System was established. A Local Action Committee meets regularly to discuss cases identified by Multi-Disciplinary teams of working children and children at risk of child labour, as well as action to be taken to refer children to appropriate alternatives (formal and non-formal education, vocational training and specialised care). The Committee is led by the Vice-Mayor of Karakol and composed of 25 representatives of Departments of Education, Social Development, Health, and Inspection, as well as trade union (including TUESWK) and NGO representatives. TUESWK took the initiative to invite the Vice-Speaker and Deputy of Parliament to participate in a meeting of the Local Action Committee. Following the meeting, the parliamentarians took the issue forward to Parliament and, as a result, child labour concerns were mainstreamed into the Code on Children, approved by Parliament on 31 May 2012 and signed by the President on 1 July 2012. The "Prohibition of the worst forms of child labour" is among the main principles of the Code in which children in child labour are included in the target group "children living in difficult conditions", and Article 15 explicitly bans the use of child labour.

In addition, TUESWK, in close collaboration with the Parliament's Committee on Education, Culture, Science, Information and Religion Policy, organized a high-level forum on addressing child labour through education, in which fifty representatives of the Parliament, Government, social partners, civil society, international organizations and the media participated. The participants discussed and analysed findings, outcomes, lessons learned, and recommendations to improve access of working children to education and reduce school dropouts. TUESWK shared their experience, along with findings and recommendations for concrete steps to address the worst forms of child labour through education. The participants jointly (re)defined priorities and action to be taken to improve the access of working children to education, in line with the Education Development Strategy 2012-2020. At the end of the forum, the participants adopted a joint resolution that promotes ownership and includes a call for action to tackle child labour through education.

## Lesson learned

- Cooperation of partners at different levels is key to ensure sustainable results in the long run. The co-operation between the teacher trade union and the parliamentarians built knowledge, awareness and commitment. It is one of the main factors that contributed to the successful mobilisation of national institutions to address child labour.
- Parliamentarians, in particular, are a highly influential group that is worth lobbying. In the future, it is expected that the parliamentarians will further assist to reinforce the commitment and general efforts of the Government to address child labour.



## Good practice No. 3 - Mainstreaming child labour issues into the UN Development Assistance Framework (UNDAF) and Decent Work Country Programmes (Tajikistan, Kyrgyzstan and Kazakhstan)

*In Tajikistan, Kyrgyzstan and Kazakhstan ILO-IPEC supported the process of mainstreaming child labour concerns into the respective country UNDAFs. As a result, the 2010-2015 UNDAF for Tajikistan includes an Output (1.2) on the prevention of child labour under Pillar 4b Quality Basic Services (Education) and two Outputs (4.1 and 4.2) relating to child labour under Pillar 4c on Quality Basic Services (Social Protection). In Kyrgyzstan, child labour concerns were mainstreamed into the Country Analysis and into the 2012-2016 UNDAF, under Pillar 1, Outcome 2 on the better protection of human rights and Pillar 2, Outcome 1 on improved social protection for vulnerable groups. In Kazakhstan, although child labour concerns were not specifically mainstreamed into the 2010-2015 UNDAF, ILO-IPEC has been contributing to the achievement of Outcome 1 on economic and social well-being for all and Outcome 3 on effective governance, partly through joint activities with other UN agencies. As well as increasing targeted interventions to address child labour and joint work with other UN agencies, such a process has resulted in the inclusion of child labour concerns into national laws, policies and programmes. The mainstreaming of child labour concerns in the respective Decent Work Country Programmes has been equally important (see Box 1).*

### Why is this a good practice?

The mainstreaming of child labour issues into the UNDAF and DWCP process not only permits a thorough analysis of the problem within the development context of the country concerned, but also raises awareness and builds understanding among key stakeholders that child labour is a crucial issue that must be tackled. In Tajikistan, the process has proved instrumental in including child labour issues in other national policies, including the State Labour Market Development Strategy of the Republic of Tajikistan (2013-2020). In Kyrgyzstan, it resulted in increased Government commitment and targeted interventions to address the problem. It has been one of the main factors that contributed to the mobilisation of funds for a child labour and education project (see good practice “Kyrgyzstan – Partnership with “One UN” programme). In Kazakhstan, it has fostered joint activities with other UN agencies and ensured a better basis for the mainstreaming of child labour in subsequent policy documents (including UNDAF revisions).

### Background

In **Tajikistan**, the UNDAF for 2010-2015 has been designed to support Tajikistan's goals for its National Development Strategy and the Millennium Development Goals (MDGs). Developed through an extensive consultative process involving all stakeholders, it is also part of the donors' Joint Country Support Strategy (JCSS), which came about as a result of the Paris Declaration on Aid Effectiveness.

In **Kyrgyzstan**, the United Nations Country Team (UNCT) prepared the draft Common Country Analysis (CCA) for the Kyrgyz Republic in 2010, which described and analysed the current development situation. The answers to the questions posed by the CCA served as a basis for identifying priorities for the UNDAF for 2012-2016.

In **Kazakhstan**, the 2010-2015 UNDAF includes the following priority areas, which are in line with national priorities and in support of the long-term development strategy “Kazakhstan-2030”:

- Economic and social well-being for all, with particular attention to vulnerable groups;
- Environmental sustainability, focused on the sustainable management of natural resources; mitigation and adaptation to climate change; and preparedness for natural and man-made disasters;
- Effective governance, focused on promoting and protecting human rights and strengthening democratic institutions.

## Key steps and achievements

In **Tajikistan**, working groups on Poverty Reduction and Governance, Food and Nutrition Security, Clean Water, Sustainable Environment and Energy, and Quality Basic Services were established to develop outputs and activities for each Pillar of the 2010-2015 UNDAF. ILO-IPEC participated in the Quality Basic Services working group, which worked on Pillar 4 of the UNDAF on improving access to fundamental services in health, education, and social welfare for the most vulnerable. As a result, child labour was effectively mainstreamed into the UNDAF under Pillar 4c: Quality Basic Services (Social Protection), Output 4.1: “National legislation, policies and implementation mechanisms are in compliance with international standards especially on child labour and family violence and institutional settings, including ILO Convention No. 182”, as well as under Output 4.2: “International standards for monitoring and analysis of gender equality, children with disabilities, child labour, refugees are integrated into national statistical framework”. In the area of social protection, the UNDAF anticipates that by 2015 the number of working children will have substantially declined. Child Labour was also mainstreamed under Quality Basic Services (Education), Output 1.2: “Legislation, budgets, policies and programmes instituted to promote girls’ education and prevent child labour.” The 2015-2020 National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labour will address these Outputs.

In **Kyrgyzstan**, ILO-IPEC participated in the preparation of the Common Country Analysis. In particular, statistical data from the National Child Labour Survey was included in the description of the situation in Kyrgyzstan under the area of social protection. As a follow up, ILO-IPEC mainstreamed child labour into the 2012-2016 UNDAF. Child labour issues are included under Pillar 1, Outcome 2 “By the end of 2016, the Government of Kyrgyzstan fulfils key recommendations of the Universal Periodic Review, Treaty Bodies and Special Procedures, to ensure better protection of human rights.” The Role of Key Ministries and Government Agencies includes “mainstreaming of child labour into policy documents, support to the introduction of CLMS, capacity development, awareness raising, support to providing direct services to children.” Child labour issues were also included under Pillar 2, Outcome 1: “By 2016, more poor and vulnerable rural and urban population benefits from improved social protection”, with the inclusion of an indicator on secondary school completion rates and an output on the elimination of child labour: “The outreach of national institutions for the elimination of worst forms of child labour will be increased through effective up-scaling of available tools and models of intervention and capacity building of partners”. Following the signing of the 2012-2016 UNDAF, child labour concerns were mainstreamed into the Code on Children, the Family Code and the Social Protection Development Strategy for 2012-2014.

In **Kazakhstan**, following the finalization of the country’s 2010-2015 UNDAF, ILO-IPEC has been contributing to the achievement of the UNDAF Outcome 1 on Economic and social well-being for all, with particular attention to vulnerable groups and Outcome 3 on Effective governance related to capacity building for the Government and civil society. All IPEC funded programmes in the country contribute to the achievement of the abovementioned Outcomes, partly through joint activities with other UN agencies.

## Lessons learned

- In Tajikistan and Kyrgyzstan, ILO-IPEC involvement was very important to ensure that the elimination of child labour was included in the UNDAF documents. Having supported the process once, it is now likely that child labour concerns will be mainstreamed into future UNDAF processes in these countries, even without ILO-IPEC support. In Kazakhstan, targeted efforts should be made to address child labour at the planning stage of the next UNDAF round.
- During the process of developing an UNDAF elsewhere, ILO-IPEC offices should: (a) have access to information on the commencement of the UNDAF process; (b) participate in the Country Analysis process, if possible; and (c) express eagerness to be a member of the working group on the development of the social protection and education pillars of the UNDAF.

### Box 1: Mainstreaming child labour concerns in Decent Work Country Programmes (DWCPs) in Kazakhstan, Kyrgyzstan and Tajikistan

In the context of the rising importance of decent work as a key component of national development strategies, mainstreaming child labour into the DWCPs of Kazakhstan, Kyrgyzstan and Tajikistan has heightened awareness of the problem and promoted tripartism and strengthened social dialogue on child labour issues.

**(a) Kazakhstan (DWCP 2010-2012).** ILO-IPEC provided inputs on the DWCP 2010-2012, which includes Outcome 3.3 “Social partnership is further strengthened for elimination of the worst forms of child labour. The “Major steps” to achieve this Outcome are: (a) accountability of the National Coordination Council on the Elimination of the Worst Forms of Child Labour to effectively implement the National Plan of Action; (b) the National Action Plan on the Worst Forms of Child Labour to support implementation of ILO Convention No. 182 in the Republic of Kazakhstan, 2009-2011, is implemented by the social partners; (c) strategies to fight child labour are incorporated into the national policy development frameworks as well as in the regional tripartite agreements.

**(b) Kyrgyzstan (DWCP not yet signed).** Child labour was mainstreamed under Outcome 3.4 of Priority No. 3: “Improving working conditions and social inclusion of vulnerable groups”. The pillars of intervention included are as follows: (a) mainstreaming child labour issues into the National Development Policy Frameworks; (b) enhancing the capacity of the main ILO constituents to address child labour issues through several thematic trainings; (c) implementation of the Child Labour Monitoring System; (d) providing direct services to working children and children at risk of working, such as non-formal education, formal education, life skills, vocational training; (e) up-scaling of the available tools and models of interventions.

The DWCP was finalized in a tripartite workshop in 2011, but will be further discussed with the new Ministry of Youth, Labour and Employment (created as a result of structural changes within the Government) in order to ensure that country priorities are addressed.

**(c) Tajikistan (DWCP 2011-2013).** Child labour was mainstreamed under Outcome 1.3: “Increased capacity of the government and social partners to fight the worst forms of child labour.” Key outputs include (a) preventive and promotional activities organized aimed at awareness-raising, prevention, rehabilitation, and reintegration of children exposed to child labour; (b) measures implemented to set up a Child Labour Monitoring System under the Centre for Adult Education of the Republic of Tajikistan; (c) provisions for the policy/programme/plan to eliminate the worst forms of child labour, and proposals for relevant institutional measures developed with IPEC technical support. Relevant indicators are: (a) the constituents have developed policies/programme or plan to eliminate the worst forms of child labour which defines, as a minimum, national interventions, outcomes, indicators, time frames, and sources of funds; (b) a Child Labour Monitoring System is effectively operating on an ongoing basis.



## Good practice No. 4 - Updating the hazardous child labour list (Tajikistan)

*The hazardous child labour list was updated through a process led by a Tripartite Working Group and with the support of the Ministry of Labour, Employment and Migration (MLEM), the Federation of Trade Unions and the Union of Employers. Following a series of consultation workshops involving employers' organizations, trade unions, occupational safety and health specialists, Child Labour Monitoring (CLM) Committees and CLM Multi-Disciplinary Teams, a background document on hazardous child labour was prepared and an additional 15 types of hazardous work were identified and added to the existing list. The updated list was then validated during a workshop with the Coordination Council on the Elimination of the Worst Forms of Child Labour and, in March 2014, approved by the Government of Tajikistan under Regulation #169 signed by the President of Tajikistan.*



*Consultation meeting with the Union of Employers, Dushanbe, Tajikistan, June 2012.*

## Why is this a good practice?

The tripartite discussions allowed for a wide range of views to be taken into account. As a result, there was a general sense of satisfaction and consensus among the stakeholders that the list would capture the most common forms of new industries and hazards, and that its use will contribute to the effective implementation of action against child labour.

## Background

Tajikistan ratified ILO Conventions Nos. 138 (in 1993) and 182 (in 2005) and has thus committed to enforcing the provisions of the two Conventions. ILO-IPEC provided technical and financial assistance to the Government of Tajikistan in order to bring national legislation in line with these Conventions, including supporting the updating of the list of hazardous work to be prohibited for children under 18 years of age.

Tajikistan still applied the “List of industries, professions and jobs with difficult and hazardous working conditions, which prohibits the employment of persons below 18 years of age” developed through Resolution N 283/P-9 from 10.09.1980 of the State Committee of Labour of the USSR (amended on 22.02.1991). This list needed to be revised and updated as it did not include recent industries and hazards, such as long working hours in informal urban sectors, working on family cotton farms and child labour in domestic work.

## Key steps and achievements

To update the hazardous child labour list, integrating new types of hazardous child labour that have emerged since the country's independence, a Tripartite Working Group (TWG) consisting of 28 technical specialists from the key ministries and governmental agencies, workers' and employers' organizations, civil society and international organizations was established in June 2012. During a process facilitated by ILO-IPEC, the following key elements were considered:

- Possible risks in each economic sector;
- The impact that these risks have on children; and
- Places where hazards are concentrated.

To help guide the process, a consultant assisted the TWG in jointly determining criteria for items on a list of hazardous work and identified hazardous occupations, jobs and working conditions. Through this process, the stipulations of Section 177 of the Labour Code were met, namely that “a list of jobs prohibited to persons under 18 years of age as well as the maximum admissible weights shall be established by regulations of the Republic of Tajikistan”.

The process included the following steps:

- Specialists from the Federation of Trade Unions and the Union of Employers, together with an occupational safety and health (OSH) specialist from the MLEM conducted two consultative meetings each with (a) representatives of the trade unions in the hazardous sectors of activity; (b) representatives of employers' organizations in the hazardous sectors; and (c) specialists on OSH from the key institutions of the MLEM.
- Six consultative meetings of the TWG were organized to draft the updated hazardous child labour list, integrating new types of hazardous work that have emerged since the country's independence.
- Two consultative meetings were organized with members of the Child Labour Monitoring (CLM) Committees and Multi-Disciplinary Teams (MDTs) in Dushanbe and Isfara district/Sougd region. The opinions and views of the CLM Committees and MDTs were considered particularly important since they are involved in identifying children involved in or at risk of entering hazardous work in agriculture and in the informal sector and make decisions on the respective cases.

- A background document on hazardous child labour in Tajikistan and a draft updated hazardous child labour list, integrating the new types of hazardous work that have emerged since the country's independence, describing the generic hazardous activities and the sectors where they occur, based on a desk study and the consultative meetings with the CLM Committees and MDTs, were developed and submitted to ILO-IPEC for review and inputs.
- A one-day consultation and validation workshop with members of the Coordination Council on the Elimination of the Worst Forms of Child Labour was organized by the consultant in collaboration with ILO-IPEC Tajikistan to discuss and validate the updated hazardous child labour list, which integrated the new types of hazardous work.

The updated hazardous child labour list, which included an additional 15 types of hazardous work, prohibited for children under 18 years old and the maximum admissible weights, was approved under the Regulation #169 (4 March 2014) of the Government of Tajikistan and signed by the President of Tajikistan.

### **Lessons learned**

- The commitment and support of the MLEM in reviewing and updating the list was important, as this is the main Ministry that will work with the hazardous child labour list. The dedication and support of the Federation of Trade Unions and the Union of Employers was also crucial.

## Good practice No. 5 - Developing a State Programme of Action by the social partners on the elimination of the worst forms of child labour (Kyrgyzstan)

*The Kyrgyz Federation of Trade Unions (FTU) has long been a strong supporter of child rights and, in 2004, played a key role in promoting the ratification of ILO Convention No.182 as well as in the establishment of a Coordination Council on child labour issues. In 2006, the Government signed a Decree on improving the situation of children in the Kyrgyz Republic which foresaw the development of a State Programme of Action by the Social Partners on the Elimination of the Worst Forms of Child Labour (SPASP). Following a series of national and regional workshops and discussions, supported by ILO-IPEC, the SPASP was approved by Government Resolution No.20 of 22 January 2008, providing a comprehensive framework to coordinate action to combat child labour.*

### Why is this a good practice?

This good practice highlights the leading role played by trade unions in mainstreaming child labour issues into national policy development frameworks, in this case in the drafting and adoption of the SPASP.

The SPASP takes into account the main principles of social partnership set forth in the law “On Social Partnership in Labour Relationships in the Kyrgyz Republic: Competency of representatives and equal rights of parties, consideration of interests, the obligation to execute decisions made, and equal responsibility for their implementation.” This makes this programme unique.

### Background

The FTU promoted the ratification of ILO Convention on the Worst Forms of Child Labour No. 182, as well as the establishment of a Coordination Council on child labour issues in 2004. This was based on the findings of the second comprehensive study on child labour in Kyrgyzstan - *Child labour in agriculture and trade in the Southern regions of Kyrgyzstan* - undertaken jointly with the Central Committee of Agro-Workers Union and with the technical support of the International Confederation of Free Trade Unions (ICFTU), the International Union of Food workers (IUF) and Union Network International (UNI).

Following the first meeting of the Coordination Council in 2005, the FTU, in cooperation with child protection NGOs, ensured child labour concerns were included in the agenda of the first nationwide Forum on children in Kyrgyzstan in 2005. Following this Forum, the President of the Kyrgyz Republic signed the Decree “On urgent measures for the improvement of the situation of children in the Kyrgyz Republic”, which included a chapter: “Elimination of the worst forms of child labour”. This chapter foresaw the development of the SPASP.

### Key steps and achievements

To implement the Decree, the Government established a working group to develop the SPASP. It was headed by the National Council on Women, Families and Gender, and composed of representatives of the Ministry of Labour, Ministry of Social Protection, Ministry of Education, Science and Youth policy, Ministry of Health, Ministry of Agriculture, Water and Manufacturing industry, as well as representatives of NGOs, the FTU and the National Confederation of Employers (NCEK).

ILO-IPEC supported the process of developing the SPASP by organizing broad-based nationwide discussions on the issue of child labour and carrying out two high-level regional workshops in Osh city for the Southern regions and in Bishkek for the Northern regions in order to incorporate the views of all relevant stakeholders. Several meetings were hosted by the Ministry of Labour to discuss the draft plan of action. The working group then distilled the results of the consultations into a consolidated draft. The resulting SPASP was submitted to the Government and then approved by Government Resolution No. 20 of 22 January 2008.

The adoption of the SPASP, with an allocation of approximately US\$ 120,000 from the Government, signals unprecedented Government commitment to tackle the problem and is a good entry point to address child labour issues at all levels. The existence of a State Programme also provided a comprehensive framework in which to work and coordinate all the activities.

**Lessons learned**

- The development of such a comprehensive programme requires the strong support of all the social partners. In this case, the FTU played a key leadership role in driving the process.

## Good practice No. 6 - Integrating child labour issues into the State Labour Market Development Strategy (Tajikistan)

*Child labour was mainstreamed into the State Labour Market Development Strategy (SLMDS) of Tajikistan (2013-2020) through the inclusion of a specific Activity on developing a Long-Term State National Programme on Combating the Worst Forms of Child Labour. The mainstreaming process was managed by the ILO-IPEC office in Tajikistan. To promote the implementation of the Strategy, a National Policy (NP) and National Action Plan (NAP) on the Prevention and Elimination of the Worst Forms of Child Labour were developed, with the technical and financial support of ILO-IPEC. Linking the NP and NAP to the SLMDS will help ensure that child labour concerns are prioritised, budgeted for and effectively coordinated and monitored.*



*Consultation process on integrating child labour issues into the State Labour Market Development Strategy, Dushanbe, Tajikistan, 2011.*

### Why is this a good practice?

This good practice demonstrates the importance of integrating child labour issues into Labour Market Development Strategies as the elimination of child labour is directly linked to the promotion of employment for adults. In addition, mainstreaming child labour concerns in the SLMDS has proven to be an important step in improving the policy environment on child labour in Tajikistan, as it provided the institutional framework for developing a NP and NAP on the elimination of child labour.



## Background

The State Labour Market Development Strategy of Tajikistan (2013-2020) is an instrument for policy planning that reflects the priority actions to be taken in the medium term in order to promote economic growth and enhance employment rates. The Strategy aims to achieve this through continuing education and training, improving the business environment and enhancing both flexibility and security within an inclusive labour market. To achieve the SLMDS objectives, the following national priorities have been set:

1. Extension of productive employment;
2. Development of a flexible and inclusive labour market;
3. Improving labour market regulation;
4. Strengthening social dialogue and civil society involvement in addressing problems related to the labour market.

## Key steps and achievements

On 2 June 2011, the SLMDS was approved by Decree No. 277 of the Government of Tajikistan. The Strategy was developed with the technical support of the EU project “Technical Assistance to Sector Policy Support Programme in the Social Protection Sector – Labour Policy Component.” The component aimed at supporting a comprehensive analysis of the current situation of the labour market and of labour migration, in order to develop a labour market strategy, as well as an implementation and financial plan. Child labour was mainstreamed into the strategy by the Ministry of Labour, Employment and Migration under Activity 3.3.3 “Intensify the fight against the worst forms of child labour by developing a Long-Term State National Programme on Combating the Worst Forms of Child Labour.” The mainstreaming process was managed by the ILO-IPEC Office in Tajikistan, which provided inputs related to child labour issues, including technical guidance and conceptual materials to support the process.

The National Policy and National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labour in Tajikistan that was subsequently developed will contribute to the implementation of the State Labour Market Development Strategy.

## Lessons learned

- The inclusion of plans to combat child labour within national strategic documents and strategies such as the SLMDS is of critical importance. This helps ensure that child labour concerns are prioritised, budgeted for and effectively coordinated and monitored.



*Advisory Board's meeting on the implementation of the National Child Labour Survey at the Agency of Statistics, under the President of Tajikistan, Dushanbe, 2012.*



## 2. Increasing the knowledge base

As the global knowledge base on child labour has grown in recent years, so too has the case against child labour as a serious human rights violation and barrier to national development. Furthermore, progress in expanding the knowledge base on child labour has also improved understanding of the complexity of the phenomenon and of the consequent need for a comprehensive response.

At the national level, data on the conditions and hazards confronting working children that are specific to the national or local context can be a particularly powerful tool to mobilize policy-makers, as well as the general public against child labour.

Data collection and analysis from National Child Labour Surveys, Rapid Assessment Surveys and Baseline Surveys serve as the evidence-base for policy action on child labour issues.

## Good practice No. 1 - Inter-agency cooperation to build national capacity to conduct National Child Labour Surveys (Tajikistan)

*ILO-IPEC and UNICEF have worked together to support efforts to combat child labour in Tajikistan for many years. In 2012-14 a National Child Labour Survey was carried out in Tajikistan and the collaboration between the two organizations proved instrumental in training enumerators on how to interview children, thus building national capacity for future surveys.*

### Why is this a good practice?

This good practice demonstrates the potential of inter-agency cooperation to build national partners' capacity to tackle child labour, by combining the respective organizations' comparative advantages and expertise.

### Background

ILO-IPEC and UNICEF work together at many levels, including at policy level and through field operations. Collaboration in the implementation of the respective priorities and mandates of the two organizations is extremely important for efficient and complimentary inter-agency work in boosting national efforts and capacity towards the elimination of child labour.

During 2007-2012, UNICEF and ILO-IPEC carried out a variety of joint activities to address child labour in Tajikistan, for example research on child trafficking in Tajikistan, a national workshop on child labour and education, a child labour survey, as well as joint work on a training manual.<sup>8</sup>

### Key steps and achievements

A National Child Labour Survey (NCLS) was carried out by the National Agency of Statistics in Tajikistan in 2012-2014, funded by ILO-IPEC. Prior to the actual survey, the UNICEF Office in Tajikistan underlined the need to train enumerators on specific issues related to interviewing children, including ethical interviewing, using the correct terminology and informed consent. UNICEF funded a two-day training of 54 enumerators and 18 supervisors for the NCLS, with a specific focus on establishing a rapport with children and ethical principles for interviewing children.

Results from field monitoring showed that the Agency of Statistics found the training on interviewing children very important, as this was the first survey on child labour and the majority of the interviewers did not know how to approach children and question them.

### Lessons learned

- The commitment of national staff such as the ILO-IPEC National Programme Coordinator and the UNICEF Senior Child Protection Officer is key for the success of such an initiative. In practice, the process involved constant communication between the ILO-IPEC and UNICEF offices in Tajikistan, including discussing the issues before joint events and providing inputs on draft documents;
- The importance of the first national data collection and analysis on child labour in the country which showed the main avenues for policy action on child labour issues.

<sup>8</sup> *Training Manual to Fight Trafficking in Children for Labour, Sexual and other Forms of Exploitation*, 2009, developed by ILO and UNICEF under the UN Global Initiative to Fight Human Trafficking.

## Good practice No. 2 - Baseline survey on child labour in rural areas (Kazakhstan)

*In response to an identified need to improve data and information on child labour, in October-November 2011 the Sange Research Center, with ILO-IPEC support, conducted a baseline survey in the rural sector in Almaty and South Kazakhstan oblasts. The data provided detailed information about children in child labour and their families, helping to develop recommendations for policy reform and interventions to address child labour in Kazakhstan. In addition, data collected on children and their families was used to create a database of potential beneficiaries for future ILO-IPEC projects.*



*Conducting interviews for the baseline survey on child labour, Aschisay village, Kazakhstan, 2011.*

### Why is this a good practice?

This good practice demonstrates the importance of statistics and research on child labour to help inform policy design and action to combat child labour. It also demonstrates the importance of community level consultations in the data gathering process. Local residents can provide very interesting and useful information about the life of the community. This research method not only reduces the amount of time needed for data collection, but also helps to accurately determine where children are working and what they are doing.

## Background

In Kazakhstan, children are often engaged in cotton, tobacco and vegetable production as all stages of the production process rely largely on manual and low-skilled labour. The Kazakhstan authorities acknowledged the existence of the problem and were taking active steps to tackle it. However, there was a severe lack of data on child labour. In response, in 2011, ILO-IPEC initiated a research project “Child labour in rural Kazakhstan: Baseline survey results in Almaty and South Kazakhstan oblasts” to gather in-depth information on child labour in cotton, tobacco and vegetable production in the southern regions of Kazakhstan.

## Key steps and achievements

The Sange Research Center, with the methodological support of ILO-IPEC, conducted a baseline survey in October-November 2011. The researchers' main objective was to identify children aged 5 to 17 years old involved in child labour in vegetable, tobacco and cotton production in South Kazakhstan and Almaty oblasts. In addition, the research aimed to: identify areas of concentration of families with children involved in child labour in the agricultural sector; generate profiles of children in child labour and of their families; and to develop recommendations for policies aimed at the prevention and elimination of the worst forms of child labour in Kazakhstan.

To determine the areas of concentration of child labour in Kazakhstan, Sange specialists conducted situation analyses<sup>9</sup> in vegetable, cotton and tobacco production. Researchers also relied on previous surveys, literature reviews and poverty maps. However, the most relevant information was received during the consultation process with local NGOs and Departments for the Protection of Child's Rights under the Ministry of Education and Science. As a result, seven districts of South Kazakhstan and Almaty regions growing vegetables, tobacco and cotton were selected for the baseline survey.

The next phase was to select 29 places and local areas (Primary Sampling Units - PSUs) in each of the seven districts. Researchers took into account the presence of fields near human settlements, where vegetables, cotton, and tobacco are grown. Other selection criteria included nearby poverty and self-employment in agriculture.

In the identified PSUs researchers conducted a census of children of 3,770 households. When researchers found households with children involved in child labour, they filled out a questionnaire for each child and a questionnaire for parents.

Analysis of the data desegregated by age group revealed that children as young as 5 years are already involved in cotton and vegetable production and children as of 12 years are involved in tobacco harvesting as well. The analysis also provided detailed information about the profile of children involved in these types of child labour, as well as the characteristics of their families.

The study helped inform policies and action against child labour, as it provided the necessary information for decision-making by public bodies, local authorities, NGOs and international organizations on child labour in the agricultural sector of Kazakhstan. In addition, data collected on children and their families was used to create a database of potential beneficiaries for future ILO-IPEC projects.

<sup>9</sup> The situation analyses were based on the methodological guide: M.L. Herr Tapera, J. Muzira: *Value Chain Development for Decent Work. A guide for development practitioners, government and private sector initiatives*, ILO, 2009.

## Lessons learned

- A tailor-made methodology, which takes into account families' reluctance to admit that their children are engaged in child labour, helped to successfully carry out the survey and to gather reliable data.
- Local authorities are also often reluctant to admit the existence of child labour. Their active involvement and their awareness of the benefits of conducting research helped researchers to collect adequate information on child labour. Local community leaders, local authorities or NGOs working in a given area often accompanied the researchers when visiting households. However, they were not present when family members were questioned, which guaranteed the confidentiality of the information collected.
- Choosing the right time for fieldwork research was an important factor that also contributed to the success of the study. Children are most actively engaged in child labour in cotton, tobacco and vegetable production during harvest times in the late summer and early fall, and data was thus collected during this period.



*Seminar on education for trade unions, Shymkent, Kazakhstan, 5-6 April 2013.*



### 3. Capacity development

Capacity building is a vital element in establishing national ownership and ensuring the sustainability of programmes to combat child labour. It is relevant to a whole range of bodies, agencies, organizations and individuals working in the field of child labour. These include government ministries, bodies involved in the enforcement of child labour legislation, law-enforcement agents, magistrates, workers' and employers' organizations, social welfare officials, local authorities, community groups, NGOs, and various professionals who come into close contact with children in or at risk of child labour (teachers, psychologists, social workers, school inspectors, etc.).

Capacity building can help all these stakeholders to better plan, carry out, monitor and evaluate their activities through networking/coalition building, training and sharing of experiences.

## Good practice No. 1 - Strengthening South-South Cooperation against child labour in Central Asia

*South-South Cooperation promotes the exchange of knowledge and experiences to combat child labour. Cooperating with partners from different countries is essential for the ILO to advance in the achievement of Decent Work for all, drawing on its tripartite structure, which provides a unique platform for consensus building. In Kyrgyzstan and Tajikistan study tours and workshops were organised to enable tripartite partners from Albania, Azerbaijan, Kazakhstan, Kyrgyzstan and Tajikistan to share, in particular, good practices and expertise on establishing Child Labour Free Zones and Child Labour Monitoring Systems.*



*CLMS study tour participants visit former child labourers receiving vocational education training, Dushanbe, Tajikistan, June 2013.*

### Why is this a good practice?

The workshops and study tours proved to be valuable for awareness raising, sharing information and experiences and building partnerships and networks. The participants increased their knowledge on approaches to address child labour through the sharing of innovative good practices. All the participants found that the information provided, sites visited, presentations made and materials shared were extremely relevant to help inform the strategies their countries are developing to address child labour. In addition, the study tours made a valuable contribution to the documentation and inventory of direct action programmes at national level and thus assisted with the identification of available information and action, as well as gaps.

### Background

The Sub-Regional Project “Combating Child Labour in Central Asia – Commitment becomes Action” has been important and crucial towards building the necessary capacity for successfully combating the worst forms of child labour in the four countries, laying the groundwork for a future, more robust system of re-



sponses for preventing child labour and withdrawing children from it. Recognizing the lack of knowledge and institutional development, partner institutions emphasized the importance of exchanging experiences so as to increase knowledge and develop effective strategies for the elimination of child labour.

### Key steps and achievements

In **Kyrgyzstan** in 2011, with ILO-IPEC support, the Trade Union of Education and Science Workers of Kyrgyzstan (TUESWK) undertook an action programme to support the establishment of a Child Labour Free Zone in Chuy region. A number of meetings and workshops were organised to enable TUESWK to benefit from the ten years of experience of the Trade Union Federation of Education and Science of Albania (TUFESA) in combating child labour, including in the establishment of Child Labour Free Zones and through its participation in the National Steering Committee against Child Labour. Key stakeholders participated, including school teachers and principals, representatives of the local government, education specialists from the Regional Department of Education and members of TUESWK Rayon Committees and key TUESWK staff. Participants increased their capacity and skills to identify children in or at risk of child labour and support their reintegration into formal or non-formal education, or vocational training courses, and ensure specialised care is provided as per individual needs.

Subsequently, in May 2013, a study tour was organised in Kyrgyzstan to enable tripartite partners from **Azerbaijan, Kazakhstan and Tajikistan** to learn, in turn, from the experience and best practices of TUESWK in Kyrgyzstan in addressing child labour. The study tour combined site visits to pilot schools and meetings with government officials.



*Participants of the study tour in Kyrgyzstan attend open non-formal education lesson for former child labourers, Moskovskiy rayon, Chuy region, May 2013.*

In **Tajikistan**, a Child Labour Monitoring System (CLMS) was piloted in 2009-2010 and is currently being reinforced and expanded with ILO-IPEC support as well as with the support of the Ministry of Labour, Employment and Migration (MLEM). To facilitate the exchange of information and experience on the implementation of CLMS by the MLEM, a study tour was organised for partners from Azerbaijan, Kazakhstan and Kyrgyzstan. Following a training session on CLMS in Tajikistan, the participants engaged in discussions and reflected on the impact of CLMS on the elimination of child labour in urban and rural areas. In addition, visits to the Child Labour Monitoring Section at the MLEM were undertaken, and meetings held with child beneficiaries, parents, teachers and local authorities involved in the implementation of the CLMS.

## Lesson learned

- Such exchanges increase awareness and help ensure a common understanding of child labour issues at the regional level. In addition, they contribute to overcoming sensitivities towards the problem and help strengthen the partnership between Central Asian countries.
- For those countries with less experience in developing strategies to combat child labour, such exchanges can help inspire partners and contribute to building the commitment and institutional capacity of the key stakeholders.
- The sharing of knowledge and expertise allows for improved efficiency and effectiveness in the implementation of strategies and models, as potential opportunities and challenges can be identified early on through the sharing of innovative good practices and lessons learned.

### Box 2: Feedback on the workshops and study tours

*“We have been greatly inspired by the experience of TUFESA – Albania in addressing child labour concerns. It was very useful to discuss and identify all potential challenges and opportunities at the very beginning of our work in establishing Child Labour Free Zones in Kyrgyzstan.”*

Bakhtygul Tynybekova, Head of Ysykatinkiy Rayon Committee of TUESWK

*“The study tour on the implementation of CLMS in Tajikistan was interesting. The programme of the two-day trip was comprehensive and to the point. I have learnt that the MLEM of Tajikistan is taking the initiative of implementing CLMS in urban and rural areas. CLMS is a complex system, and no single government institution can manage to implement it. In Tajikistan we have learnt that the MLEM is fully supporting the CLMS, and that the country managed to develop its own effective national CLMS model through the MLEM across that country. The CLMS model in Tajikistan has all the elements required for effectiveness.”*

Mr. Ramin Ismailov, Deputy Head of the Department of Labour of Azerbaijan

*“I found the study tour to Kyrgyzstan extremely important to learn from the experience of close co-operation among the parliament, government and teachers’ unions in addressing problems of child labour. Trade unions pilot new models, while the parliament and government adopt good practices to improve social service infrastructures.”*

A. Otashehov, specialist at the Child Labour Monitoring Sector, Ministry of Labour, Employment and Migration

*“In Kyrgyzstan, I was impressed by the level of mutual understanding and coordination between parliamentarians, governmental agencies and teachers’ unions in resolving issues related to the observance of children’s rights. This coordination mechanism is innovative and well-functioning.”*

A. Sabieva, representative of the Trade Union of Education and Science Workers of Kazakhstan

## Good practice No. 2 - Establishing Child Labour Units among social partners (Kyrgyzstan)

*In 2011, with ILO-IPEC support, the Federation of Trade Unions (FTU) and the National Confederation of Employers (NCEK) set up Child Labour Units to build capacity and establish coordination mechanisms for addressing child labour issues in Kyrgyzstan. Through the Child Labour Units, FTU and NCEK have since not only raised awareness on child labour but have also committed to working together with the Government on a new State Programme on the Elimination of Child Labour, having mainstreamed a Provision on child labour (No.17) into the General Tripartite Agreement (2012-15) signed between the Government, FTU and NCEK.*

### Why is this a good practice?

This good practice demonstrates how, by establishing and institutionalizing CLUs, employers' organizations and trade unions can increase their institutional capacity so as to be able to coordinate and develop joint programmes and activities to tackle child labour. By mainstreaming child labour issues in their respective agendas, FTU and NCEK became stronger partners for the Government, as well as stronger advocates for the elimination of child labour in Kyrgyzstan.

### Background

The first specialized State Programme of Action by Social Partners on the Elimination of the Worst Forms of Child Labour (SPASP) for 2008-2011 was adopted by the Government in 2008. Among the main challenges in the implementation of the SPASP was the need to strengthen the capacity of the employers' organizations and trade unions to address child labour and to better define their roles and responsibilities in this regard.

### Key steps and achievements

To address this issue, with ILO-IPEC support, the Federation of Trade Unions (FTU) and the National Confederation of Employers (NCEK) set up, equipped and institutionalised CLUs. The two CLUs are located in the premises of FTU and NCEK, each including one child labour specialist. FTU has included the CLU Specialist in its list of permanent staff as a Chief Specialist on Child Labour, while NCEK has mainstreamed the responsibilities of the CLU Specialist into the job description of a permanent staff of the NCEK, who has also been appointed as a member of the NCEK Board.

The CLUs act as national focal points on child labour for employers and trade unions, by coordinating and monitoring the national response of employers and trade unions on the elimination of child labour in Kyrgyzstan. The CLU Specialists have established documentation points on the issue of child labour within FTU and NCEK, based on the relevant ILO-IPEC materials and other publications and brochures on child labour provided by ILO-IPEC Kyrgyzstan. In order to raise awareness about child labour among employers and trade unions and their role in tackling the problem, FTU and NCEK developed two brochures adapted to the national context on the role of employers/trade unions in combating child labour. The brochures were prepared based on the ILO-ACTRAV booklet *Trade unions and child labour* and the ILO-ACT/EMP booklet *Eliminating child labour: Guides for employers*. The CLU Specialists also prepared a monthly activity report, submitted to the Head of FTU and to ILO-IPEC Kyrgyzstan. In addition, in 2012, the CLU in FTU undertook awareness-raising activities on the occasion of the World Day Against Child Labour.

## Lesson learned

- CLUs within employers' organizations and trade unions can effectively contribute to awareness raising and allow for greater engagement of the social partners in the development and coordination of joint programmes and activities to tackle child labour.
- For such CLUs to carry out this role effectively there is a need for intensive training and continuous cooperation and support amongst the different stakeholders.



*CLU of the Federation of Trade Unions organizes the street flash-mob campaign “Human rights and social justice – Lets end child labour” on the occasion of the World Day Against Child Labour”, Bishkek, Kyrgyzstan, June 2012.*

### Box 3: The added value of Child Labour Units (CLU)

*“Both organizations (FTU and NCEK) have demonstrated their strengthened commitment to the Government to address child labour concerns by mainstreaming it into their agenda.”*

Gulzat Asanbaeva, Child Labour Specialist in the Ministry of Social Development, Kyrgyzstan

*“The establishment and institutionalization of the CLU has increased the institutional capacity of the National Confederation of Employers. We were provided with a practical tool and mechanism to coordinate and develop joint programmes and activities with social partners on addressing child labour.”*

Ilybek Kadyrov, Head of the National Confederation of Employers of Kyrgyzstan



### Good practice No. 3 - Teachers' trade unions mainstream the topic of child labour in education curricula for children and teachers (Tajikistan)

*The Trade Union of Education and Science Workers of Tajikistan (TUESWT) is an active partner in the elimination of child labour in Tajikistan. In 2013, TUESWT initiated the process of developing a curriculum (four sessions) on "The role of education workers in the elimination of child labour", drawn up by the National Institute for the Professional Development of Teachers (NIPDT), and an extra-curricular item (five sessions) on "Child labour and its consequences" in both Tajik and Russian for children in grades 5-11, drawn up by the National Training and Methodology Centre (NTMC). The teaching resources were approved by the Ministry of Education and Science (MES) under Regulation #18/64 (30.10.2014). The resources were subsequently integrated into the NIPDT's training sessions and into the extra-curricular programme of the education system of Tajikistan for grades 5-9.*



*TUESWT Chairman and consultant review the curriculum for education workers and the extra-curricular item for children, Dushanbe, Tajikistan, 2013.*

## Why is this good practice?

This good practice demonstrates the leading role education trade unions can play in mainstreaming child labour issues into the national curriculum. The Law of the Republic of Tajikistan “On agreements and collective bargaining in the Republic of Tajikistan” provided the entry point for TUESWT to work with the MES on this issue. The TUESWT and the MES subsequently signed an agreement which created the legal framework for cooperation and mutual trust.

## Background

TUESWT is the largest trade union organization in Tajikistan. Since 2009, TUESWT has been an active partner in the elimination of child labour in Tajikistan, participating in various trainings and workshops and implementing a number of programs to address child labour.

## Key steps and achievements

To raise awareness about child labour and reinforce the capacity of TUESWT members and education trade union activists to address the problem, a three-day training workshop was held for 30 participants on ILO-IPEC’s Non-Formal Education manual<sup>10</sup> for teachers and the Supporting Children’s Rights through Education, the Arts and the Media (SCREAM) Education Pack.<sup>11</sup> The training workshop also aimed at strengthening the skills and abilities of teachers to improve access to education for children who are not attending school and/or who have gaps in their education by the use of training programs developed for evening schools, the SCREAM pack and the Non-Formal Education manual. The Trade Union of Education and Science Workers of Kyrgyzstan (TUESWK) was invited to conduct the workshop, so as to benefit from their experience in mobilizing the Ministry of Education and other parties in Kyrgyzstan and to promote the exchange of knowledge and experience on the role of teachers’ trade unions in combating child labour.

In 2013, as a follow up to this training, as well as to the National Workshop on Child Labour and Education in 2010 and the regional workshop on Child Labour and Education in 2011, the TUESWT initiated the process of developing a curriculum of four sessions on the “*Role of education workers in the elimination of child labour*” and an extra-curricular item of five sessions on “*Child labour and its consequences*” in Tajik and Russian for children in grades 5-11. A MoU was first signed between the NIPDT, NTMC and TUESWT on developing these teaching resources. In addition, curricula specialists from both institutions were hired to develop the teaching resources, under TUESWT’s guidance.

To ensure sustainability, the curriculum on “*The role of education workers in the elimination of child labour*” for teachers will be used by NIPDT branches during their professional development training sessions with school directors and their deputies and with teachers and other education workers. In this way, it is expected that more than 10,000 teachers per year will be trained on the resources and thus be better equipped to address child labour. As far as the extra-curricular item is concerned, it will be used in 3,000 schools throughout the country and will increase children’s knowledge about child labour and its consequences. Both the curriculum and extra-curricular item were approved by the Ministry of Education and Science under Regulation #18/64 (30.10.2014).

<sup>10</sup> “Training Manual for Teachers on Non-Formal Education (NFE)” prepared in 2006, by the Institute for Pedagogical Research in Albania under ILO-IPEC guidance.

<sup>11</sup> Available at: [www.ilo.org/scream](http://www.ilo.org/scream).



*A teacher and TUESWT specialist present to the group during a workshop on ILO-IPEC's Non-Formal Education manual for teachers and the Supporting Children's Rights through Education, the Arts and the Media (SCREAM) education pack, Dushanbe, Tajikistan, 2013.*

### **Lesson learned**

- The collaboration of partners at different levels is essential to ensure sustainable outcomes in the long term. The cooperation between the teachers' trade union and the MES allowed for child labour issues to be mainstreamed into the curriculum of the national education system. The successful mobilization of national institutions by teachers' trade unions on child labour issues will help support teachers in their role in combating the problem and ensure systematic awareness raising activities by schoolchildren and teachers.



## Good practice No. 4 - Strengthening social partnership to eliminate child labour (Kazakhstan)

*The General Tripartite Agreement between the Government of the Republic of Kazakhstan, the Federation of Trade Unions and the Confederation of Employers of the Republic of Kazakhstan for 2012-2014 and the National Action Plans on the elimination of the worst forms of child labour provide a strong framework for cooperation to work towards the elimination of child labour. As a result, the social partners jointly conducted seminars, collaborated on capacity building and awareness raising activities and participated in the process of developing the Decent Work Country Programme (DWCP) and in the drafting of a list of light work.*



*Representatives of the Ministry of Health and Social Development, the Confederation of Employers and the Federation of Trade Unions of the Republic Kazakhstan participated in a three-day sub-regional training on Education and Child Labour for resource persons from Azerbaijan, Kazakhstan, Kyrgyzstan and Tajikistan, Bishkek, Kyrgyzstan, 11-13 April 2012.*

### Why is this a good practice?

This good practice has confirmed the importance of enhancing social partnerships to combat child labour. Bringing the Government, employers and workers together has created momentum in the national fight against child labour, and it has also fostered multiple synergies, drawing on the respective strengths of each of the partners.

### Background

In Kazakhstan, the Ministry of Health and Social Development (MHSD)<sup>12</sup> established a Coordinating Council on eliminating the worst forms of child labour in 2006, whose members include representatives of Government (Ministries of Labour, Education, Agriculture, Information, Prosecutor General's Office, National Committee on Demography and Women's Affairs, etc.), employers' organizations, and the Federation of Trade Unions. Its goal is to adhere to and promote the implementation of national policies aimed at the effective elimination of the worst forms of child labour.

<sup>12</sup> In 2014, the Ministry of Labour and Social Protection was reorganized and became the Ministry of Health and Social Development.

The national Labour Code (Article No. 284), the General Tripartite Agreement (paragraph 5.4) and consequently all industry, regional (oblast) agreements and collective bargaining agreements oblige the social partners to respect and promote the implementation of national policies aimed at the effective elimination of the worst forms of child labour.

### Description

In line with the General Agreement, two National Action Plans on the elimination of the worst forms of child labour (for 2009-2011 as well as for 2012-14) were developed and approved by all of the social partners (the Government, the Federation of Trade Unions and the Confederation of Employers of the Republic of Kazakhstan). In the context of these plans, the social partners jointly conducted several seminars.

One example of cooperation between the social partners was the Action Programme “Increasing the participation of the Confederation of Employers of the Republic of Kazakhstan in the elimination of child labour”, implemented by the Confederation of Employers in 2011-12. Its main objective was to build the capacity of employers and rural entrepreneurs, as well as deputy school principals and teachers, in Almaty city, Almaty region, Shymkent city and Maktaaral district of South-Kazakhstan region. Active support was provided by the relevant Department of Child Rights Protection of Almaty city, Almaty region, South Kazakhstan region, and by trade unions, NGOs and the mass media.

For its part, the Federation of Trade Unions when conducting seminars, upon invitation of the Government or employers, lectured on such topics as: “Labour Code of the Republic of Kazakhstan: Occupational health and safety”, and “Practical Application of the Kazakhstan Labour Code in trade union activities”.

Other activities included the cooperation of all of the social partners in the process of developing the Decent Work Country Programme (DWCP), in the drafting of a list of light work, as well as collaboration on awareness-raising campaigns around the World Day Against Child Labour.

### Lessons learned

- Ensuring the NAP is an integral part of the General Tripartite Agreement creates a strong legal framework and thus institutionalizes all efforts taken to mainstream the elimination of child labour. Consequently in the long run, the activities undertaken by social partners acquire legitimacy and have greater impact.



*"Give Girls a Chance", event to mark the World Day Against Child Labour, Almaty, Kazakhstan, 2009.*

## 4. Advocacy and awareness-raising activities

Advocacy, awareness-raising and social mobilization are key elements of any national strategy to build a strong foundation for the prevention and elimination of child labour. Advocacy influences policy and legislation and their implementation to help create an environment conducive to combating child labour. Awareness raising can help change attitudes, behaviour and social relations and prevent child labour from occurring. Advocacy and awareness-raising lead to social mobilization and the creation of a broad alliance of organizations and groups that work towards changing social norms and values with respect to child labour, increasing awareness of its causes and consequences, and ensuring that the opinions of communities directly affected by child labour are heard by policy-makers.



## Good practice No. 1 - Tajikistan

- The NGO Child Rights' Centre, in close cooperation with the Mayor's Office of Dushanbe city, organised a **public campaign to mark the World Day Against Child Labour 2012** on the theme "*Children's rights and social justice – no child labour in Tajikistan.*" Banners to mark the World Day were displayed in various areas of Dushanbe ten days prior to the main event held in the city centre park. A group of university students took the lead in organising the main event, which included contests on child labour and how to tackle it, an exhibition of children's drawings on child labour and performances by popular Tajik singers and bands. The mobile phone company Megaphone Tajikistan co-funded the event and produced a large banner for the stage and provided prizes for the contests. Media outlets such as TV Safina, TV Jahonamo, TV Bahoriston, TV Peace, LLC Charkhi Gardun, Radio ASIA-Plus and Radio Dushanbe, partnered with the NGO and covered the campaign. Global and national statistics as well as general information on child labour was released by Asia-Plus Radio in two languages one week ahead of the event. The media coverage greatly contributed to increasing public awareness about child labour and its consequences on society at large.



*Campaign against child labour in Dushanbe, Tajikistan, 2012.*

- In certain areas of Tajikistan, migration levels among adults are very high. Children often remain behind with relatives and become involved in domestic work. Through an ILO-IPEC action programme, a **campaign was carried out to raise awareness on such child labour and migration issues**. The campaign increased awareness through roundtable meetings with partners organizations (resulting in the signing of Memoranda of Understanding on the issue), seminars with government officials and representatives from civil society, training sessions for parents and relatives of working children, as well as training sessions for children themselves on their rights. Pamphlets on *Tips to Migrants* on children's rights, child labour and its consequences were also produced and distributed among Tajik migrants in Moscow, many of whom had left their children behind. During community level meetings, local leaders called upon migrating adults not to leave their children behind. In addition, national and local mass media published a number of articles on the issue. The campaign increased awareness and changed attitudes – while previously the issue was not even discussed, now the involvement of children of migrant parents in domestic work or other forms of child labour is increasingly called into question.





*Training with the parents and relatives of migrant children in GBAO region / Tavdem village, Tajikistan, July 2009.*

- During the course of an ILO-IPEC project to support the development of a Child Labour Monitoring System (CLMS), a journalist was hired to learn about child labour and the CLMS and to monitor and increase local media coverage of child labour issues. The journalist met with the CLM Multi-Disciplinary Teams in urban and rural areas, attended non-formal and vocational training sessions and also attended a series of CLM Committee meetings where child labour cases were discussed. Meeting with children engaged in child labour and with their parents enabled the journalist to better understand the root causes of child labour. The journalist wrote regularly about the CLM process, and local newspapers published a number of articles on the implementation of CLMS and child labour, raising awareness on child labour, particularly in rural areas. Involving the journalist in this way increased media interest, with an increasing number of news agencies approaching ILO-IPEC for information on child labour and the situation in Tajikistan. The articles were also uploaded on the national website on child labour ([www.no-childlabour.tj](http://www.no-childlabour.tj)) and used by the IPEC project during trainings and seminars.

## Good practice No. 2 - Kazakhstan

- A national campaign was run from 1-12 June 2008 under the slogan “Education is the right response to child labour.” To engage the mass media, a **national competition for journalists** was held under two themes “Worst forms of child labour: Life stories” and “Education is the right response to child labour.” Press conferences were held in all 15 regions of Kazakhstan, supported by the Department for Child Protection, the Department of Labour and Social Protection and the Department of Internal Affairs in each region to advertise the competition and to share information on child labour with journalists. A series of articles were subsequently published. The competition results of the best media products were presented during a second round of press conferences. They were also shared with the National Information Network of NGOs and journalists, placed on partners’ websites and sent to the departments of journalism in various universities. The mass media’s interest in the competition helped raise the profile of child labour in the press. The success of the competition was widely attributed to the active participation of the State Department for Child Protection. Since the end of the ILO-IPEC project, the Regional Departments for Child Protection have continued to organise these competitions with NGO partners on a yearly basis as part of the national campaign against child labour.
- Child labour is rife in the South Kazakhstan Oblast, in particular in cotton production, where the majority of children working are migrants from Uzbekistan. Many families of children in or at risk of child labour live in remote rural areas with no opportunity to go to the city to get advice or assistance. **Mobile consultations** were thus carried out in these remote areas to raise awareness about child labour through one-on-one discussions and to provide information about a telephone hotline for children and adults. The ILO-IPEC project engaged 19 mobile consultants who formed three action teams, each covering one district. The consultants recorded data on the children and adults with whom they met on age, sex and social group. Employers received information on the international Conventions and national laws on child labour and the consequences of violating these laws. While carrying out this campaign, 86 children were identified and withdrawn from worst forms of child labour, provided with counselling and care and returned to school thanks to the collaboration between the consultants, lawyers from the NGO Sana Sezim, the Department of Education and psychologists. Mobile counselling enabled parents and employers to receive information and for child labour cases to be considered on the spot. A Memorandum of Understanding between the NGO Sana Sezim, the regional government and other NGOs working with children in South Kazakhstan oblast (SKO) provided the framework for the activities under the project, making it possible to address the problem quickly and effectively. Beyond the ILO-IPEC project, the NGO Sana Sezim continues to raise awareness about child labour through the media and volunteers. The Department for Child Protection of SKO is providing legal and psychological assistance, and child labour cases continue to be identified through joint visits to cotton growing areas. To date, there is strong cooperation with government bodies, based on the MoU.



*Drawing contest "We are against child labour" for the World Day Against Child Labour, Kazakhstan, 2013.*



*Press conference for the World Day Against Child Labour, Almaty oblast, Kazakhstan, 2013.*



## Good practice No. 3 - Kyrgyzstan

- The Osh region (southern Kyrgyzstan) is characterized by high incidences of child labour and school dropouts. To raise awareness about the issue and to equip school administrations, teachers and teachers' trade unions with skills to address it, a training workshop was organised on **ILO-IPEC's Supporting Children's Rights through Education, the Arts and the Media (SCREAM) Education Pack** and the **Non-Formal Education Manual**. The workshop was attended by 25 representatives of the Regional, Rayon and Municipal Departments of Education, as well as the Regional, Rayon and Municipal Committees of TUESWK, school administrators and teachers from 11 secondary schools in the Osh region. The trained teachers subsequently incorporated SCREAM-based sessions in the extra-curricular activities of these 11 schools, as one-hour sessions, twice per month, for a three-month period. The SCREAM sessions received positive feedback and the teachers shared their knowledge with other school staff who applied the SCREAM modules across different subjects. For example, "The Image" and "World of Work" modules were used in maths lessons and the "Collage" module was used in biology lessons. Engaging the Ministry of Education, teachers' trade unions, school principals and teachers in the initial training workshop was key, not only for sharing ideas and experiences, but also to ensure the teachers received the support they needed and for the sustainability of SCREAM activities. The SCREAM Education Pack and Non-Formal Education Manual were adapted to the national context and translated into Kyrgyz. In 2013, the national adaptations were approved by the Kyrgyz Academy of Education and their use recommended by the Ministry of Education and Science.



*Trained teacher delivering mathematics lessons using the SCREAM "World of Work" module, Kyrgyzstan, Osh region, December 2012.*

- The theme of the 2011 World Day Against Child Labour was “Warning! Children in hazardous work!” In Kyrgyzstan, on 13 June,<sup>13</sup> a “**Children’s Caravan**” composed of 31 working children from every region of Kyrgyzstan with their parents and two social workers met with officials from the Ministry of Social Protection, the Ministry on Youth, and the Ministry of Education Agency on Vocational Education and Training to raise awareness about the importance of education and the need to combat child labour, with a focus on hazardous work. The working children were selected by ILO-IPEC’s local NGO partners in cooperation with the Department of Social Protection in each region. The campaign was supported by the Minister of Social Protection who organised and facilitated the meetings. The Caravan ended with the children participating in a high-level workshop on the National Roadmap for tackling the worst forms of child labour by 2016, during which Government representatives, social partners and children discussed the progress and the efforts made by national institutions to combat child labour. The Children’s Caravan campaign greatly contributed to raising awareness: the events were covered by the media, a number of newspapers published articles on the problem and a video on child labour in Kyrgyzstan, with the participation of the social partners and ILO-IPEC, was broadcasted on national TV.



*Children’s Caravan meeting with the Minister of Social Protection, Bishkek, Kyrgyzstan, June 2011.*

<sup>13</sup> In 2012, the World Day Against Child Labour, which is marked on 12 June, fell on a Sunday. Therefore, the Children’s Caravan was organized on 13 June, in order to be able to visit central authorities.





*Vocational education training at the Ministry of Labour, Employment and Migration, in the framework of the Child Labour Monitoring System, Tajikistan, 2013.*

## 5. Direct services to children, including child labour monitoring

Children involved in child labour must be withdrawn and rehabilitated through formal or non-formal education, vocational training and the provision of other psycho-social services. Withdrawing children from child labour is not enough. Other children, who may not be in child labour but are at risk of getting involved, need to be prevented from engaging in child labour through the appropriate means. To this end, Child Labour Monitoring Systems (CLMS) are used in many countries as an effective tool to prevent and eliminate child labour.

CLMS help to combat child labour through: (1) joint identification of child labourers and children at risk of entering child labour; (2) assessment of the hazards and risks they are exposed to; (3) referral to relevant services or viable alternatives; (4) verification that children have been withdrawn from work; and (5) tracking to make sure that the root causes of children's involvement in child labour have been eliminated. It is based on a coordinated multi-disciplinary and multi-sectoral approach through a national/local framework which involves the key institutions that work in partnership for the prevention and elimination of child labour.

## Good practice No. 1 - Multi-sectoral cooperation through Child Labour Monitoring (CLM) (Kyrgyzstan, Tajikistan and Kazakhstan)

*Child Labour Monitoring (CLM) consists of regularly repeated direct observations to identify children in child labour and to determine risks to which they are exposed, referral of these children to services, verification that they have been removed and tracking them afterwards to ensure that they have satisfactory alternatives. In Kazakhstan, Kyrgyzstan, and Tajikistan, under the authority of the relevant ministries, Committees were established at different levels to supervise and guide the Multidisciplinary Teams (MDTs) established at community level to carry out CLM. This resulted in closer cooperation and coordination between all the actors and institutions concerned at the various levels and increased awareness and capacity to prevent child labour and withdrawn children from it.*



*Former working children at the National Centre for Adult Education, Dushanbe, Tajikistan, May 2013.*

### Why is this a good practice?

This good practice demonstrates the importance of engaging key community actors, in particular teachers and social workers, in CLM from the beginning. In this way they are able to acquire a solid understanding of all the issues surrounding child labour, not just education-related issues. They become more motivated and able to monitor the response of schools to child labour issues, and were well aware of how to link up with other actors through the MDTs.

CLM also resulted in the documentation of child labour cases and the sharing of a considerable amount of information on working children and their families at regional level and subsequently a significant number of working children received direct social support from the concerned institutions.

### Background

In **Tajikistan**, the National Development Strategy of the Republic of Tajikistan (2007-2015) and the Public Strategy for the Development of the Labour Market in the Republic of Tajikistan (2011-2020) emphasized the need to develop a system which would monitor children's involvement in informal employment so that action could be taken to prevent and combat child labour. Since 2009, the MLEM, with ILO-IPEC support has been consolidating its efforts to tackle child labour, including through the development and piloting of a Child Labour Monitoring System.

In **Kyrgyzstan**, the Social Protection Development Strategy and its National Action Plan for 2012-2014 envisage a number of activities aimed at strengthening the mechanisms on the identification of families and children living in difficult conditions (including child labourers) and provision of social services to identified children. The Strategy set up the policy framework for further establishing and piloting a Child Labour Monitoring System in Kyrgyzstan.

In **Kazakhstan**, child labour has been mainstreamed into the Decent Work Country Programme (2010-2012) and the General Tripartite Agreement (2012-2014). In addition, the Joint Workplan on the Elimination of the Worst Forms of Child Labour and Implementation of ILO Convention No. 182 in the Republic of Kazakhstan (2012-2014) provides the framework for action. The development and piloting of a Child Labour Monitoring System was deemed necessary to extend the reach of the labour inspectorate and enhance collaboration between communities and authorities and official enforcement systems to improve enforcement of legislation and effectively tackle the problem.

### Key steps and achievements

In **Tajikistan**, CLM is spearheaded by the CLM Sector of the MLEM. All components related to the provision of direct services (i.e. non-formal and vocational education and training courses, child rights courses), as well as awareness-raising sessions with the parents of working children and training for programme stakeholders, took place on the premises of the National Centre for Adult Education of Tajikistan (NCAE) of the MLEM. In 2012, the President of Tajikistan visited the NCAE and expressed full support at the national level for the progressive elimination of child labour and made a series of recommendations, including encouraging the MLEM to work more closely with ILO-IPEC.



*The President of Tajikistan and the Minister of Labour attend a presentation on the Child Labour Monitoring System at the National Centre for Adult Education, Dushanbe, Tajikistan, March 2012.*

At the regional and district level, two Child Labour Monitoring Committees (CLMC) were established in Dushanbe Municipality and Isfara district/Sougd region/oblast based on the findings of a mapping of relevant local partners addressing the issue of child labour in each selected area, including information on the services they provide, and existing referral mechanisms. Each Committee is composed of 20 people, including representatives of the Labour Inspectorate, as well as of the Education Department, Police Department and Social Welfare Department (all at regional, district and municipal levels), and of the Employment and Vocational Training Department and Federation of Trade Unions (at regional and



district levels), and of NGOs, Farmers' Associations, and of the Regional Agriculture Department. The Committees supervise the implementation of the CLMS at the municipality/district level, provide technical guidance during the monitoring process and make referral decisions.

Meetings of each CLMC take place on a monthly basis at which cases of working children and children at risk identified by Multidisciplinary Teams (MDTs) are presented. The MDTs are composed of teachers, social workers, labour inspectors, representatives of the Department of Labour Market, and staff of the Child Rights Departments at local and regional levels. The MDTs meet twice per month at the CLM Sector of the MLEM, discussing issues related to working children and remedial measures for the withdrawal and prevention of children from child labour, such as their referral to educational services and to other complementary services available at the local level. ILO-IPEC organized a training workshop for the MDTs to equip them with the knowledge needed to implement the CLMS. The training session made use of the national "Guidelines on the child labour monitoring process in the Republic of Tajikistan", due to be published in 2014.

The effectiveness of this work lies in the fact that the members of the Committees have responsibilities regarding the referral of working children to other social services. At the end of each month, MDTs submit reports based on information processed from school and workplace monitoring to the CLMCs on the status of implementation of the individual plans of intervention developed for each child, problems encountered, and measures undertaken to improve the situation. In each area, the CLMCs document the cases based on the information received from MDTs and disseminate information to the implementing agency, and other relevant stakeholders, including the CLM Section, on a monthly basis. Working with the Committees allows the implementing agency to provide medical, legal, counselling and social services for children.

In **Kyrgyzstan**, the social inclusion of vulnerable children and the reintegration of working children in the education system presents many challenges. Schools often do not welcome out-of-school children as they are generally older than other children within their grade and issues with discipline and low self-esteem means that the children do not integrate well. Working children are often intimidated by adult authority figures in schools and may feel embarrassed to join because of their age and their difficulties in coping with the school requirements, and require special guidance and support. With ILO-IPEC support, the NGO SBDC-Consult sought to enhance the capacity of teachers and social workers in addressing child labour through promoting non-formal education and participating in piloting the Child Labour Monitoring System (CLMS), in close cooperation with the Ministry of Social Development.

Being part of the Multi-Disciplinary Teams, the teachers and social workers of the schools were involved in: (1) the identification of children through the worksite and school-based monitoring techniques; (2) making assessments of the educational and work-related needs of children engaged in child labour; and (3) developing plans of intervention and participating in referral and withdrawal/prevention processes. Thus, the teachers provided multidimensional support to children at risk of or involved in the worst forms of child labour. From the very beginning, the teachers and school social workers were able to monitor and track all the factors, including educational factors that contributed to the successful withdrawal and prevention of child labour.

Another factor that contributed to strengthening the capacity of teachers was the provision of non-formal education via the establishment of accelerated learning catch-up classes in six pilot schools. More specifically, the teachers were trained on identifying the needs of working children and employing teaching techniques that improved their relationship with children at risk and/or children being reintegrated. They also developed a curriculum based on children's educational needs using the Non-Formal Education Manual for Teachers.





*The Minister of Social Development visits CLMS pilot area, Bishkek, Kyrgyzstan, February 2012.*

**In Kazakhstan**, a CLMS was established in the South Kazakhstan Region, Maktaaral district, focusing on child labour in agriculture, in particular in the production of cotton. A mapping of local partners involved in addressing child labour was carried out, including the services provided and any existing referral mechanisms. At regional level, a multi-sectoral *Local Action Committee*<sup>14</sup> was established within the Committee for Minors' Affairs, the South-Kazakhstan regional body responsible for child protection. At local level, five *Multi-Disciplinary Teams* composed of school inspectors, teachers, medical workers, social workers, police officers and NGOs were established to carry out the monitoring in their communities. At district level, a *Working Group* based at the Maktaaral district administration was established to link between the regional level LAC and the local level MDTs. In addition, a *Supervisory Team* composed of specialists from the Department of Child Labour Protection at regional and district level supervised and provided guidance to the MDTs to increase the effectiveness of the monitoring activities.

The regional level LAC supervised the overall implementation of the CLMS, providing technical guidance to the monitoring process and referral decisions. The Department of Child Protection together with the regional Government's Statistics Office was responsible for data analysis under the mandate from the LAC. The LAC met once every three months to discuss progress in the implementation of the CLMS, the problems encountered, suggest corrective actions and provide support to the Working Group as needed/ requested, including related to the child labour cases.

The established collaboration between the NGO "Sana Sezim" and Regional Department of Child Protection proved to be very beneficial for the implementation of the CLMS, ensuring the effective provision of assistance to children withdrawn from child labour, children at risk of child labour as well as to their families.

<sup>14</sup> LAC included 15 members: heads of Regional Departments of Child Protection, Education, Health, Labour and Social Protection, Justice, Control and Social Protection (Labour Inspectorate), Internal Affairs (police), Internal Policy, Prosecutor's Office, as well as representatives of Trade Union of Agroindustrial Complex, Trade Union of Education Workers, employers' organizations, civil society, and the head and one member of the Working Group of Maktaaral district.



*Local monitoring in the framework of the ILO-IPEC action programme with the NGO “Sana Sezim”, Ayna market, Shymkent, South Kazakhstan, 6 June 2011.*

## Lessons learned

- **Kyrgyzstan** – making education systems more inclusive and welcoming to vulnerable children requires a comprehensive approach that takes into account demand-side factors along with supply-side factors of child labour. To this end, it is important to link teachers as the principle actors within the education system with other actors that deal with other issues surrounding child labour. This can be done effectively through CLM Multi-Disciplinary Teams.
- **Tajikistan** – the location of all CLMS components on one site allowed for the regular monitoring of the quality of educational activities and the effective resolution of problems. It also ensured that there was constant communication between all actors concerned, including the CLM Sector of the MLEM and the MDTs, working children and the trainers (for both non-formal education and vocational education). It ensured well-equipped facilities for theoretical and hands-on training and was also very cost-effective.
- **Kazakhstan** – institutionally backed coordinated action at central and local levels is key to tackling child labour. Agreements signed between key central government institutions, as well as agreements at local level among key actors, such as the labour inspectorate, social services, the educational directorate, municipalities, etc. will ensure the effectiveness and sustainability of the monitoring system established.

**Box 4: A better life for an adolescent girl**

*"I had to work because our family is poor. I used to sell cakes. When I saw my classmates I felt so ashamed that I had to hide from them. But I had to work because my mother is ill and my father doesn't live with us. The project helped me with professional training and I will even get an official certificate as a baker. I will be able to work at home and plan to open a mini-bakery. I will not need to stay on the street in all weathers nor hide from my classmates and, most importantly, I will have a profession and be able to feed myself and my mother."*

Sabrina, 15 years, Tajikistan



*Sewing courses for working children, Kyrgyzstan, 2010.*

## 6. Child labour and youth employment

The elimination of child labour and the promotion of decent youth employment are closely inter-linked. Children above the minimum age for employment and below 18 years may be either legally employed youth or – if the work is hazardous or qualifies as one of the other worst forms of child labour - in child labour. Child labour also affects both the demand and supply sides of youth labour markets, reducing employment opportunities for those who are above legal working age. In addition, by preventing children from acquiring basic education and skills, child labour contributes to an under-skilled youth workforce. Action against child labour and to promote youth employment needs to recognise these linkages and be designed accordingly so as to tackle hazardous child labour and other worst forms, to promote education and skills training, and to re-orient the labour demand away from children and towards youth of legal working age.



## Good practice No. 1 - Mapping legislation and policies on child labour and youth employment (Kyrgyzstan and Tajikistan)

*In Tajikistan and Kyrgyzstan ILO-IPEC supported the mapping of legislation and policies on child labour and youth employment not only to ensure compliance with the child labour Conventions, but also to strengthen the linkages between the elimination of child labour and the promotion of decent work for youth. As a result, in Tajikistan the recommendations concerning both child labour and youth employment were included in the 2011-2012 NAP to Eliminate the Worst Forms of Child Labour in Tajikistan. In Kyrgyzstan, the recommendations were included into a Roadmap for the implementation of the Social Protection Development Strategy 2012-2014 and its National Action Plan for 2012-2014, and the Code on Children, 2012.*



*Consultations on mapping legislation and policies on child labour and youth employment, Dushanbe, Tajikistan, 2012.*

### Why is this a good practice?

In **Tajikistan**, the mapping of legislation and policies on child labour and youth employment was the first significant attempt of this kind during the country's 20 years of independence. It clearly demonstrated that the current legislation does not adequately regulate all issues related to working children and youth.

In **Kyrgyzstan**, the mapping was found to be important for providing not only a systemic analysis of legislation and policies, as well as their practical implementation with respect to the relevant ILO Conventions, but also a comprehensive review of the role of key actors and their respective responsibilities in the implementation of the legislative framework.

In both countries, the results of the mapping indicated that the following three issues are inextricably interconnected: (a) reorienting the demand for labour; (b) education and training; and (c) adolescents in hazardous work. The mapping thus provided compelling evidence that all efforts to tackle child labour, youth unemployment and underemployment need to be addressed jointly and should be integrated into policies on employment, education, and poverty reduction.

## Background

The elimination of child labour and the promotion of decent youth employment are closely interlinked. In Kyrgyzstan and Tajikistan, the ILO and its tripartite partners have identified youth employment as a key challenge to be addressed in economic and social policies. Effective action is necessary to move children out of work and into school, and to redirect labour market demand away from children and towards youth of legal age to work.

In **Tajikistan**, a specific youth employment programme currently does not exist, although some relevant issues are included in the Population Employment Programme (PEP). The State population employment services and the State vocational education system are responsible for implementing the PEP. There is no defined mechanism to engage either civil society or the private sector in the implementation of the PEP.

The Government of Tajikistan, employers' organizations and trade unions signed a General Agreement on some of the most important labour rights. While this Agreement focuses on issues related to child labour, it does not adequately cover issues related to youth employment; neither does it clearly define responsibilities of the different parties with respect to youth employment. Currently, there is no clear mechanism to coordinate the promotion of youth employment, with most activities being implemented by the MLEM, while the Ministry of Education is responsible for vocational training.

In **Kyrgyzstan**, the Government has increasingly strived to develop sound laws and national policies to address child labour and to promote youth employment. These issues were mainstreamed into legislation, the National Employment Policy for 2006-2010, the State Programme of Action by Social Partners on the Elimination of the Worst Forms of Child Labour for 2008-2011, as well as into sectoral national strategies such as those related to education, child protection and other social development issues. However, a number of gaps remain, in particular: (i) these policies do not include a conceptual link between eliminating child labour and promoting decent youth employment; and (ii) a mapping of laws and policies on child labour and youth employment to ensure they are in line with the ILO Conventions Nos. 138 and 182, and that they effectively address the issues has yet to be done.

## Key steps and achievements

In Tajikistan and Kyrgyzstan, ILO-IPEC supported national legislative reviews to map existing legislation and policies (action plans, national programmes and strategies) on child labour and youth employment, assess progress and identify gaps.

In both countries desk reviews of legislation and policies on child labour and youth employment were carried out, analysing and synthesising the results of the former studies, as well as the existing information on child labour and youth employment. The reviews set out a series of recommendations to bring the laws and policies in line with ILO Conventions Nos. 138 and 182. The studies also reviewed and helped better define the roles and responsibilities of the key actors in the enforcement and implementation process.

In both countries, consultation workshops were held for all stakeholders to provide inputs and validate the conclusions and recommendations of the reports.

In Tajikistan, the recommendations of the desk review were integrated into the 2011-2012 NAP to Eliminate the Worst Forms of Child labour in Tajikistan.

In Kyrgyzstan, the recommendations were included into a Roadmap for the implementation of the Social Protection Development Strategy and its National Action Plan (2012-2014), and the Code on Children, 2012.

## Lessons learned

- More initiatives are needed to strengthen the knowledge base and enhance capacities, and to further promote linkages between child labour and youth employment. In this context, training workshops were considered as a good starting point to compile and analyse the information on child labour and youth employment, and also to prioritise further direct interventions and activities to promote linkages.

**Box 5: Vocational training for working children (Tajikistan)**

In the framework of the Child Labour Monitoring System (CLMS), spearheaded by the CLM Sector of the MLEM (see good practice on “Multi-sectoral collaboration through Child Labour Monitoring”), vocational education and training (VET) courses were provided to children above the legal working age in computing, plumbing, sewing and baking. The subject matters were chosen based on a labour market survey, and training was also provided on life-skills. The courses, which took place on the well-equipped premises of the National Centre for Adult Education, were given by the CLM Multi-Disciplinary Teams (MDTs). The VET trainers were trained in Germany and Tajikistan by German consultants. As of April 2013, VET state certificates on completion of the courses had been awarded to 71 children, and 110 children had received life-skills certificates.

Particular emphasis was placed on the children’s attendance of non-formal education classes that enabled them to progress academically, increase their self-confidence and also helped change their outlook towards the future. Following completion of the courses 25 children above the legal working age found employment, with the assistance of the Child Labour Monitoring Committees.



*Vocational training in the framework of the Child Labour Monitoring System, Dushanbe, Tajikistan, 2011.*

**Box 6: Tackling child labour through addressing adult unemployment (Kyrgyzstan)**

Dordoi wholesale market is one of the biggest in Central Asia, attracting informal labour (including children) from different regions of the country. Children work mainly with their parents, often working 12 to 16 hours a day carrying goods, selling goods or picking-up empty boxes. In 2006, through an ILO-IPEC pilot mini-project on vocational skills and employment assistance, implemented by the Centre for the Protection of Children (CPC), children aged 16 to 17 working in the Dordoi market were provided with sewing courses. As a result, many of them went on to work at small sewing enterprises during their summer holidays, earning about US\$85-130 a month, which contributed to buying school uniforms, school supplies, etc.

The positive outcomes of the project encouraged parents of working children to ask the CPC to organise similar courses for them to boost their employment prospects. Through another ILO-IPEC project, CPC subsequently provided courses on sewing and traditional art to 50 parents and siblings (over 16 years old) of children engaged in child labour in Dordoi market. These courses were complimented by a workshop on accessing business support services, such as micro-credit programmes, marketing and business accounting, as well as on social protection services; and a workshop to raise awareness about child labour and its adverse effects on children.

CPC partnered with local employers, owners of private sewing workshops, in all the activities. The employers had the opportunity to check first-hand the knowledge and skills of the trainees by participating in the final exams undertaken upon completion of the courses. As a result, the majority of the trainees were offered jobs or apprenticeships and improved their financial situation. This had a positive impact on the child labour situation – at the time, between them the parents had 73 school-aged children and 25 children stopped working and 12 reduced their working hours (after school and during weekends). The parents themselves became more confident, and more aware of available social services and relations with family members, relatives and neighbours improved.





*Girl 12 years old, tobacco field, Osh region, Kyrgyzstan, 2007.*



## 7. Tackling child labour through extending social protection

Social protection is both a human right and makes sound economic and social sense. Social protection enables access to education, health care and nutrition and plays a critical role in the fight against child labour.

Poverty and shocks play a key role in driving children to work. Poor households are more likely to have to resort to child labour to meet basic needs and deal with uncertainty. Exposure to shocks, resulting in loss of family income, can have a similar effect on household decisions. For example, economic shocks, such as an adult member of the family losing his/her job, health-related shocks like a serious illness or an employment injury, and agriculture-related shocks, such as drought, flood and crop failure, can dramatically reduce household incomes and cause children to drop out of school and go to work to contribute to the family income.

Social protection aims at providing support to poor families, and assistance to help them to weather various shocks. In 2012, reflecting the global consensus on basic social protection as a right for all, the ILO adopted a new Recommendation (No. 202) that calls for countries to put in place their national social protection floor that ensures at least essential health care and basic income security throughout people's lives.

## Good practice No. 1 - Linkages between child labour and social protection (Kyrgyzstan)

*Recognizing growing international consensus on the importance of social protection in development, Kyrgyzstan is strengthening its efforts towards ensuring a “child-sensitive” social security system. Child labour concerns are mainstreamed into the Code on Children and the Social Protection Development Strategy for 2012-2014. These documents establish a legislative ground for building a national child protection framework within which partners can work together to address the specific social disadvantages, risks and vulnerabilities into which children may be born, or which they may acquire later in childhood owing to external circumstances.*

### Why is this a good practice?

This good practice highlights the efforts made by the Ministry of Social Development to mainstream child-sensitive elements into the social protection system and integrate child labour concerns in the social protection programme, including through social dialogue and social participation. ILO-IPEC and ILO “From the Crisis towards Decent and Safe Jobs (Phase II)” projects played a leading role in building the capacity of partners to put in place a national social protection floor and develop specific social protection instruments to mitigate the economic vulnerabilities associated with child labour.

### Background

ILO-IPEC has developed solid working relationships with the main stakeholders in Kyrgyzstan and child labour is now on the political agenda and considered in policy debates. A permanent body has been established to discuss issues related to child labour and a State Programme has been designed to address child labour issues.<sup>15</sup>

Although the existence of child labour, and in particular its worst forms, in Kyrgyzstan is now widely recognised, technical assistance was required to develop specific social protection instruments to help fight child labour.

### Key steps and achievements

In 2013, in pursuance of the adopted Code on Children and the Social Protection Development Strategy (2012-2014), the Ministry of Social Development drafted a Regulation on the identification and social support of children and families living in difficult situations. The draft Regulation describes the roles and responsibilities of partners to: 1/ identify children living in difficult situations; 2/ make an overall assessment of the children and family; 3/ develop and realize a Child Protection Plan (including referral system); 4/ monitor and track the child to ensure that their situation has improved. As a member of the Working Group, ILO-IPEC mainstreamed the following child labour monitoring system elements in the draft Regulation: i/ definition of “child labour”; 2/ workplace and community monitoring to identify children in child labour; 3/ determination of the risks to which child labourers are exposed through some additions to the needs assessment form; and 4/ withdrawal and tracking mechanisms. The draft Regulation will be finalized following piloting from November 2013 – March 2014. ILO-IPEC provided technical assistance in piloting community monitoring in Bishkek Municipality.

<sup>15</sup> The State Programme of the Social Partners on the Elimination of the Worst Forms of Child Labour in Kyrgyzstan, FY 2008-2011.

On 27 March 2014, the Ministry of Social Development, with the technical support of the ILO and EU delegation in Kyrgyzstan, organized a high level national hearing in which around 100 representatives of the Parliament, Government, social partners, civil society, international organizations and the media participated to analyze and evaluate the progress in achieving nationally established targets, areas of success and priority areas to be further targeted. The main outputs were: (i) redefined priorities and actions endorsed for the Social Protection Development Strategy for 2015-2017; (ii) increased commitment of all stakeholders to finalize a Kyrgyz National Roadmap (KNR) with redefined priorities and actions.

On 17 March 2014, the Government established an inter-agency Working Group to draft the new Social Protection Programme for 2015-2017 through the issuance of Resolution #78-p. In coordination with the Ministry of Social Development, and supported by ILO-IPEC and ILO DWCP projects, a training workshop was organized in May 2014 for the the Working Group to: 1/become familiar with the ILO's strategy for the extension of social security and the role and ways to mainstream international social security standards; and 2/ promote ownership, understanding, and raise awareness about the linkages between social protection and child labour and call for action to tackle child labour through ensuring a "child-sensitive" social protection system.

As a member of the Working Group, ILO-IPEC provided the following inputs to the draft Social Protection Programme: 1/ formalization of the list of hazardous types of work prohibited to children under 18; 2/ undertaking a second national child labour survey; and 3/development of an action plan on child labour to implement the Programme. The Social Protection Programme, which is currently being finalized, also foresees the piloting of conditional cash transfers to vulnerable households.

### **Lessons learned**

- Additional initiatives are needed to strengthen the knowledge base and enhance capacities to further promote linkages between child labour and social protection and mainstream child-sensitive approaches into the national social security system.



Evening catch-up class, media representatives were invited to talk to the students during an open lesson, Osh city, Kyrgyzstan, 18 September 2013.

## 8. Partnership with UN agencies

Partnerships are crucial to make progress towards the elimination of child labour. The ILO, through IPEC, is widely recognized as the UN agency which takes the lead in the fight against child labour. ILO-IPEC is increasingly part of wider networks that aim to promote concern with child labour as part of the “Delivering as One” concept in the UN system. The UN Development Assistance Framework (UNDAF) is the strategic programme framework that describes the collective response of the UN system to national development priorities. Partnership with UN agencies within the framework of the UNDAF provides an opportunity to pool the comparative advantages of the agencies, coordinate efforts and resources to arrive at a more optimal response to the child labour problem.



## Good practice No. 1 - Partnership with “One UN” programme (Kyrgyzstan)

*ILO-IPEC actively contributed to the development of the “One UN” Programme for the Kyrgyz Republic, participating in UN Country Team meetings to support the preparation of the Country Analysis and to help identify priorities for the UN Development Assistance Framework (UNDAF). As a result, funding was obtained for a child labour and education project, developed jointly with the Ministry of Education and Science, to provide remedial classes for children of secondary school age to enable them to catch up with their peers and be reintegrated in the formal education system. As a result of this project, special curricula for evening schools/classes, enriched with the Non-Formal Education Manual for teachers, were developed and approved by the Ministry of Education and introduced in evening classes as of 1 September 2013.*

### Why is this a good practice?

This good practice demonstrates the importance of integrating child labour concerns into UN development frameworks. This not only ensures that such concerns are given adequate consideration when analysing the development situation of countries, but also that child labour issues are mainstreamed into the overall response and thus dealt with in a coordinated and coherent manner. Moreover, this good practice helped to reinforce the ownership and commitment of the main national partners and demonstrated the comparative advantage and role of ILO-IPEC within overall UN efforts.

### Background

In 2009, Kyrgyzstan was selected by the UN Regional Directors Team (RDT) as one of the two new countries eligible to develop a “One UN” Programme for 2010-2011 funded under the Expanded Funding Window (EFW) for Delivering as One.

Subsequently, the United Nations Country Team (UNCT) prepared the draft Country Analysis (CA) for the Kyrgyz Republic, which described and analysed the current development situation. This served as a basis for identifying priorities for the United Nations Development Assistance Framework (UNDAF) for 2012-2016. The UNDAF was signed in 2011 by the Prime Minister of the Kyrgyz Republic and the UN Resident Coordinator in the Kyrgyz Republic.

### Key steps and achievements

ILO-IPEC actively participated in UNCT meetings, presenting the progress and results of the ILO-IPEC project in Kyrgyzstan. As a result, child labour concerns were mainstreamed into the UNDAF 2012-2016 under the following output: “The outreach of national institutions for the elimination of the worst forms of child labour will be increased through effective up-scaling of available tools and models of intervention and capacity building of partners.”

In December 2010, ILO-IPEC submitted a project proposal, developed jointly with the Ministry of Education and Science to seek a funding allocation from the EFW. The project proposal was in line with the “allocation criteria” developed by the members of the following thematic groups: social services, food security, agriculture, energy, environment and risk management. The project aimed to increase access to education for secondary school drop outs by establishing catch-up classes for children so they could return to school in a grade equivalent to their age.

The proposal submitted by ILO-IPEC Kyrgyzstan was approved, and US\$ 99,000 was allocated for 2011 under the EFW for the project “Educational opportunities for school dropouts”. In February and December 2012, the project was allocated further funding. In total, ILO-IPEC Kyrgyzstan mobilized US\$ 192,000 during 2011-2012.



*Working meeting of project partners on mid-term project results with the participation of the Deputy of Parliament and the Minister of Education and Science, Bishkek, May 2013.*

Evening transitional catch-up classes were organized in Sverdlovskiy rayon/Bishkek Municipality secondary school #21 and Osh Municipality School #18. Through the Child Labour Monitoring System, children in or at risk of child labour were identified and referred to the evening classes and other complementary services. The project also supported the capacity development of constituents, as well as education officials and teachers, to address child labour through a series of trainings. At the end of the project, the effectiveness and impact of establishing such evening classes for children was analysed and recommendations were made for the replication of the model in other regions and nationwide.

The project helped put child labour and the problem of poor school coverage for children from socially vulnerable families on the political agenda at national and local levels. National stakeholders subsequently allocated resources to reinforce evening classes in 2014 and to revise the legislation on evening and correspondence school/classes as per the needs of children with breaks in education.

The project also contributed towards mainstreaming the linkages between child labour and education into the Programme on Transition of Kyrgyzstan to Sustainable Development for 2013-2017.

### **Lessons learned**

- Mainstreaming child labour concerns into the agenda of the UN system in Kyrgyzstan proved to be of critical importance in ensuring coordination with other UN agencies and avoiding duplication of activities.
- ILO-IPEC's participation in the process of drafting the UNDAF allowed for further resources to be mobilised to support the Ministry of Education and Science in carrying forward efforts to combat child labour, thus increasing the impact and sustainability of ILO-IPEC interventions.

### **Box 7: The expected benefits of local fundraising**

*“The funds that were allocated under ‘Delivering as One’ for the project on Combating Child Labour through Education will undoubtedly complement and strengthen the efforts of the Ministry of Education in addressing the drop-out problem in Kyrgyzstan and ensure the sustainability of launched interventions.”*

Damira Kudaibergenova, Head of the Department on Preschool and School Education, Kyrgyzstan





**International Programme on  
the Elimination of Child Labour (IPEC)**

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