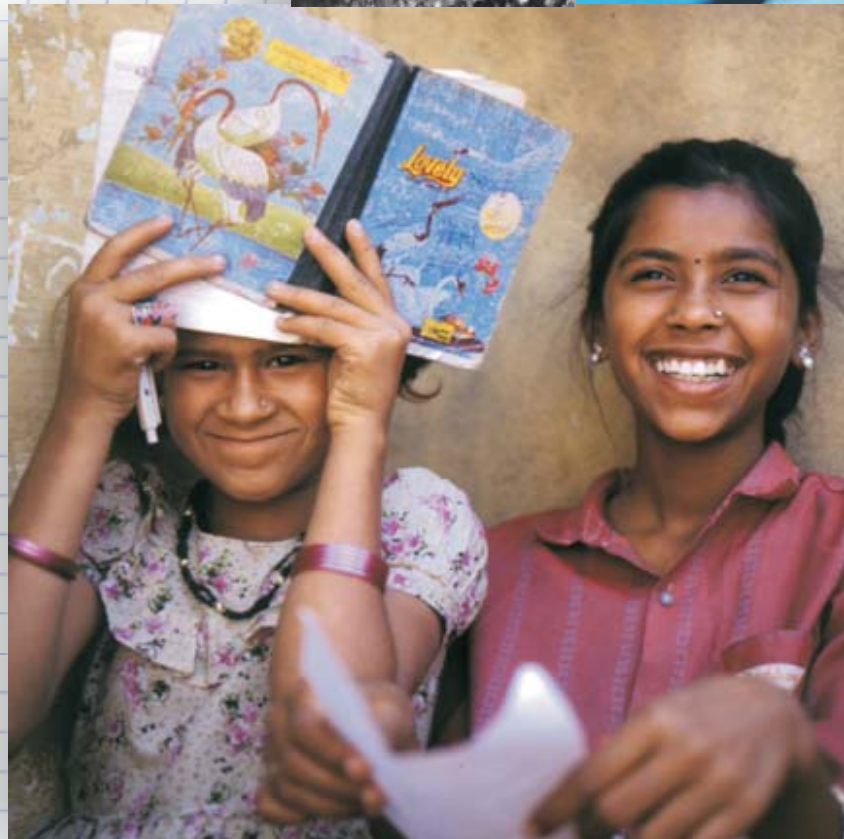




International
Labour
Organization

Combating child labour...



International
Programme on
the Elimination
of Child Labour
(IPEC)

...through education



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Child labour and the right to education

Education is a human right and a key factor in reducing poverty and child labour. And yet 72 million primary aged children, and a much larger number of secondary aged children, are not in school. Many of these children are among the world's estimated 218 million child labourers.

The right to free and compulsory education, at least at the primary or basic level, is enshrined in international human rights law. The international community has also set itself targets of achieving universal primary education, and eliminating gender disparities in education by 2015. If these targets are to be achieved, the continuing high incidence of child labour in many countries must be addressed, as child labour constitutes a major barrier to education.

At the same time, it is apparent that by extending access to quality education, countries can make major in-roads to tackling the child labour problem.

Recognizing the extent to which child labour elimination and implementing the right to education for all children are intertwined, and developing an appropriate policy and programme response, adds value to global efforts to attain these twin goals.

The ILO's International Programme on the Elimination of Child Labour (IPEC) provides technical cooperation to member States in finding solutions to the problem of child labour. It is the world's largest programme on the issue. Because education is central to tackling child labour it has been a central part of IPEC's strategy since its creation in 1992. This strategy has drawn on ILO Conventions and Recommendations and the experience of ILO constituents (governments, employers' and workers' organisations), providing a distinct ILO contribution in the field of child labour and education. IPEC has developed significant experience in using education to combat child labour in both formal and non-formal settings. This action has proved critical in the prevention of child labour and the rehabilitation of former child labourers.

Child Labour and the ILO Global Action Plan

The global fight against child labour remains a daunting challenge. All over the world, children are being forced to undertake work that deprives them of education and can often damage them physically or psychologically.

In May 2006, the ILO published its second *Global Report on Child Labour - The end of child labour: Within reach*. New global estimates presented in the Global Report indicated that in 2004 there were 218 million children trapped in child labour, of whom 126 million were in hazardous work. The number of child labourers globally fell by 11 per cent over the last four years, while that of children in hazardous work decreased by 26 per cent, a significant and positive trend.

However, the least progress is being made in sub-Saharan Africa, the region with the highest incidence of child labour, and where the overall numbers of child labourers rose somewhat - there are now nearly 50 million children under the age of 15 estimated to be working in the region. This can

be explained by high rates of population growth in the region that has put great pressure on the education system, whilst high HIV/AIDS infection rates have created an increasing trend towards child-headed households, with child labour as part of a survival strategy.

The absolute number of working children in the Asia Pacific region - some 122 million - is by far the largest in the world. Many of the worst forms of child labour are still important concerns for the region, including bonded and forced labour, child trafficking, and prostitution.

The new global estimates provided for the first time a breakdown of working children by broad economic sector. Agriculture, which also includes activities related to hunting, forestry and fishing, is the sector employing the largest number of children. Nearly 70 per cent of all child workers under the age of 15 years are found in this category. Child labour has largely a rural face.

The Global Report says that the immediate challenge for the ILO is to work in a focused and strategic way to act as a catalyst of a re-energized global alliance in support of national action to



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abolish child labour. This strategy is set out in the ILO's Global Action Plan for 2006-10.

The new Global Action Plan starts from the premise that effective elimination of child labour can only be achieved at the country level and that Governments must be at the forefront of this effort. The Plan calls for the adoption of time-bound targets to meet the elimination of the worst forms of child labour - and eventually all its forms - and identifies various means by which the ILO can support this process in particular through its International Programme on the Elimination of Child Labour. Specifically, the Plan proposes the target of 2016 for the elimination of worst forms of child labour.

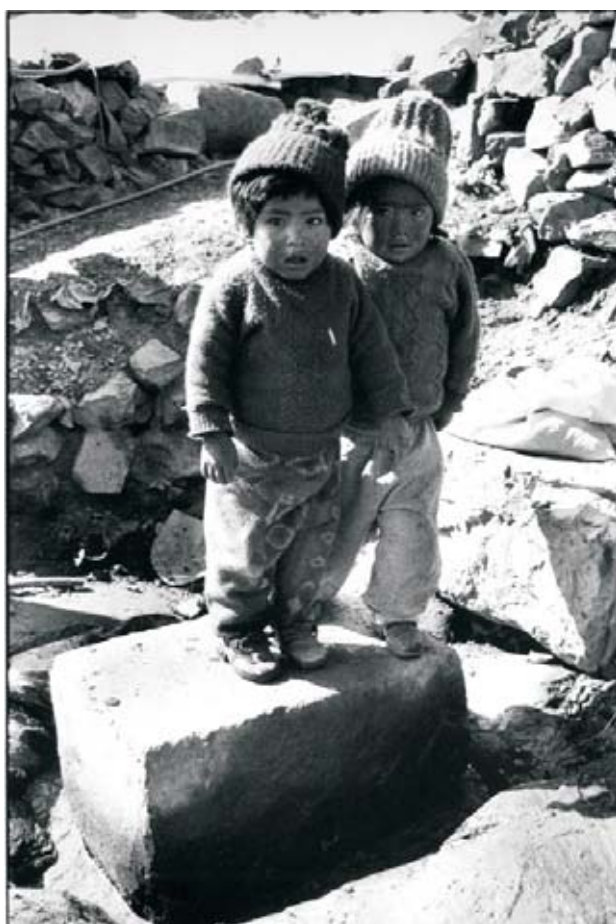
Key to the ambitious goal set out in the ILO Global Action Plan is greater strategic targeting of the ILO's advocacy efforts to ensure that child labour is taken into consideration within major development frameworks, such as the Poverty Reduction Strategy Papers (PRSP), UN Development Assistance Framework (UNDAF), Millennium Development Goals (MDGs), Education for All (EFA) and national education sector strategies.

Education and development

Millennium Development Goals

In the September 2000 Millennium Declaration, 187 countries committed themselves to making development based on human rights principles a global reality by 2015. This aim was expressed in eight development goals and associated targets and indicators. The links between child labour and many of the MDGs are clear, particularly in relation to poverty reduction (MDG 1), education for all (MDG 2), gender equality in education (MDG 3), and youth employment (MDG 8).

The 2007 progress report on the MDGs observed that notwithstanding some positive trends, the goal of universal primary education by 2015 will be difficult to reach: 57 of the 152 developing countries (38 per cent) for which data are available are considered off track - meaning that they will not reach the goal on current trends. Another 33 countries that lack data are also likely off track.



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waterdesiresfire's photo

Among African countries, 65 per cent are considered seriously off track, defined as unlikely to reach the goal before 2040.

The 2006 MDG progress report recognized, moreover, the barrier to Education for All presented by child labour when it stated:

“High rates of poverty in rural areas limit educational opportunities because of demands for children’s labour, low levels of parental education and lack of access to good quality schooling”.
(Millennium Development Goals Report, 2006, p. 7.)

Education for All

The World Conference on Education for All held at Jomtien, Thailand in 1990 made a commitment to make basic education a high development priority. This was reaffirmed at the World Education Forum (Dakar, Senegal, 2000). The Dakar Framework for Action lays out six goals:

- Expand early childhood and care
- Free compulsory education of good quality by 2015
- Promote the acquisition of life-skills by adolescents and youth
- Expand adult literacy by 50 per cent
- Eliminate gender disparities by 2005 and achieve gender equality by 2015
- Enhance educational quality

Since 2001, the EFA Global Monitoring Report (GMR) has provided a picture of progress that countries and agencies are making towards the EFA goals. The GMR has consistently identified the problem of exclusion from education and the role child labour plays in this. The 2007 GMR stated that EFA requires an inclusive approach and called for policies aimed at “reaching the unreached”, including policies to overcome the need for child labour.

At another level, developments such as the United Nations Girls’ Education Initiative (UN.GEI) and the EFA Fast Track Initiative (FTI) are strengthening partnerships in support of EFA, whilst the School Fees Abolition Initiative (SFAI) is helping to

promote free schooling - perhaps the single most important policy measure to dramatically boost school enrolment.

The Global Task Force on Child Labour and Education for All (GTF)

The ILO has been central to the emergence of one of the newest partnerships in support of EFA. At the fifth EFA High-Level meeting in Beijing in November 2005, the creation of a Global Task Force on Child Labour and Education for All (GTF) was endorsed and launched. The core members of the GTF are the ILO, UNESCO, UNICEF, UNDP, the World Bank, Education International (EI) and the Global March Against Child Labour. A number of donor countries and developing countries with a particular interest in efforts to tackle child labour and promote education are also participating in the work of the Task Force. The ILO provides the secretariat for the Task Force and produces a regular bulletin on its work and other initiatives on education and child labour.

The overall objective of the GTF is to contribute to the achievement of the EFA goals through the elimination of child labour. Its main strategy is to mobilize political will and momentum towards mainstreaming the issue of child labour in national and international policy frameworks contributing to EFA objectives. The strategy is being pursued through:

- Strengthening the knowledge base on child labour and education linkages
- Advocacy and social mobilization
- Programme support
- Promoting policy coherence
- Developing partnerships

Each agency brings a particular comparative advantage to the task of better integrating child labour elimination efforts with the EFA agenda. The ILO’s Conventions on child labour, the tripartite nature of the ILO, and ILO experience of identifying and assisting child labourers, gives it a unique place in the child labour and education field.

The ILO and education

The ILO has had a long involvement with the world of education and vocational and skills training. The two core ILO Conventions on child labour both identify the importance of education in tackling child labour. The Minimum Age Convention, No. 138 (1973) states: “The Minimum Age...shall be not less than the age of completion of compulsory schooling and, in any case, shall not be less than 15 years”. (Article 2 (3)).

The Worst Forms of Child Labour Convention, No. 182 (1999) states: “Each Member shall, taking into account the importance of education in eliminating child labour, take effective time-bound measures to...ensure access to free basic education, and, wherever possible and appropriate, vocational training, for all children removed from the worst forms of child labour...” (Article 7 (2)).

The ILO Convention Concerning Indigenous and Tribal Peoples, No. 169 (189) also has pertinent elements on education and is the fundamental international standard protecting the rights of indigenous and tribal peoples who are often most at

risk of discrimination in education and of child labour. The Convention in particular states: “Measures shall be taken to ensure that members of the peoples concerned have the opportunity to acquire education at all levels on at least an equal footing with the rest of the national community” (Article 26).

The ILO has worked closely with UNESCO and others on compulsory education, the status and conditions of teachers and vocational education.

Teachers are at the heart of quality in education. In 1966, the ILO and UNESCO adopted the Recommendation concerning the Status of Teachers to ensure the goal of a high status teaching profession and good quality of education.

The Joint ILO/UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART) regularly evaluates progress in meeting these goals.

Issues of youth employment have been an increasing focus for the ILO, particularly as part of the Decent Work Agenda and in response to MDG 8 as an important part of development cooperation.





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In this context, the ILO Recommendation No 195 concerning Human Resources Development highlights the right to training in addition to the right to education: “Members should...recognize that education and training are a right for all...and work towards ensuring access to lifelong learning”.

More recently, child labour and the HIV/AIDS pandemic have further encouraged the ILO’s engagement with the world of education. The ILO has a strategy, developed with UNESCO and others, to prevent the further spread of the disease and reduce stigma and discrimination in schools, technical and vocational education and training centres and universities, and care for infected and affected teachers and students, based on the ILO Code of practice on HIV/AIDS and the World of Work.

IPEC, launched in 1992, has become a major pillar of the ILO’s engagement in education and training. IPEC has provided policy advice and technical assistance to governments to ensure educational policies pay special attention to the impact of child labour on access to, and the quality of, education. The credibility of that advice is based on accumulated practical experience on the ground in working with its partners in formal education and transitional education as well as vocational and skills training.

Child labour and education for all: A critical dimension

The interconnection between child labour and education

The elimination of child labour and the achievement of Education for All are interconnected global goals. On the one hand, education is a major means of keeping children out of the labour market. On the other hand, many out-of-school children are engaged in child labour and their work can act as a barrier to accessing education. This connection has become increasingly recognised at the international level. The interconnection was recognized as part of the outcome document of the Special Session of the United Nations General Assembly on Children (UNGASS) held at New York in May 2002. The chapter of the Action Plan on child labour called for efforts to: “Mainstream action relating to child labour into national poverty eradication and development efforts, especially in policies and programmes in the areas of health, education, employment and social protection”. UNGASS was soon followed up by an inter-agency group focusing on the child labour and education interface that led to the Global Task Force being launched in 2005.

The 2007 EFA *Global Monitoring Report* indicated that whilst there had been steady but slow progress towards universal primary education there are still 72 million primary school age children out of school - including 44 million girls. The GMR states: “Education for All...requires an inclusive approach that emphasizes the need to reach groups that might not otherwise have access to education and learning”. It calls for policies aimed at “reaching the unreached”, including policies to overcome the need for child labour.

Many of the out-of-school population are child labourers. This is the group of children - the bottom 10-20 per cent - that are the real challenge to achieving Education For All. Only by first examining, and then surmounting, the barriers to education encountered by child labourers, can a meaningful increase in education participation among this group be attained. In many ways, tackling child labourers can be a litmus test of the health of the education system in many developing countries - child labourers (re)entry to the school system can test how inclusive and child-friendly schools are.

The barriers to education

All children have a right to education. However, many barriers can be placed in the way of exercising that right which can have a discouraging effect on poor parents who want to send their children to school. This is particularly the case for rural communities that account for 82 per cent of all out-of-school children. In general, children work and do not go to school because of a combination of factors. Incentives favour work where schools are not available or are of poor quality; where the direct and indirect costs of schooling are high; where parents consider that to have a child work is more valuable than for the child to go to school; and where cultural factors discourage education, particularly at the secondary level - a situation that commonly affects girls.

Barriers to education

The barriers to education that generate exclusion may be grouped under the following categories:

Accessibility

- Physical remoteness and social barriers (e.g. girls' restricted freedom of movement), distance to school.
- Discrimination (e.g. based on region, gender, race, ethnicity, religion, caste, class, HIV/AIDS status).
- Burden of household chores on girls in the family home.
- Early marriage.
- Burden faced by children combining work and school.
- Lack of birth registration.
- Inflexible scheduling.
- Fear of violence at, and on the way to, school.

Affordability

- Direct costs (e.g. school fees, other compulsory fees).
- Indirect costs (e.g. uniforms, textbooks, transportation, meals).

- Opportunity cost (i.e. income/wage lost to family from child leaving work to go to school).

Quality

- Lack of infrastructure, facilities (such as separate water and sanitation facilities for girls), materials and support systems for children.
- Inadequate conditions of work for teachers (short-term contracts, heavy workloads, low pay, etc.).
- Low status of teachers.
- Lack of adequate training, aids and materials for teachers.
- Lack of female teachers, especially at secondary level.
- Lack of sensitivity of education authorities and teachers to the needs of children at risk of dropping out.

Relevance

- Curriculum detached from local language, needs, values and aspirations of children at risk of dropping out.
- Curriculum inadequate to prepare older children for the world of work through careers guidance, etc.



A. Manninen



K. King Cutcher



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Girls' education

Educational exclusion has its greatest impact on girls. Girls often face double jeopardy: because of their sex and because of their poverty. The majority of children not in school are girls - 55 per cent. The EFA 2005 gender parity target has been missed by at least 94 countries principally in sub-Saharan Africa and South and West Asia. At present rates, 86 countries are at risk of not achieving this target even by 2015.

The exclusion of girls from school is an age-old problem. In Manchester, England, in 1864 it was observed that: "There is not...a single free school for girls of the working class. In a poor family with three or four children, of course the boys get preference."

The consequences of excluding girls then, as now, are very considerable. There is growing global consensus that girls' education is one of the best investments a country can make. Among the long-term benefits of educating girls are:

- **Enhanced economic development.** Regions that have invested over the long-term in basic education including girls' education, such as South-East and East Asia, have tended to show higher levels of development.

- **Important social returns.** If educated girls become mothers they are much more likely to send their children to school. Additionally, education of girls has a wider positive social impact in terms of lower birth rates, improvements in maternal and child health, and knowledge of how to guard against HIV/AIDS and sexual and labour exploitation.

It is therefore evident that more effort needs to be concentrated on addressing the special concerns of girls in terms of education and child labour. Their work, for example, household chores, domestic servitude, agricultural work and home-based work, is largely hidden and unvalued. Often, when faced with limited resources and many financial demands, parents prefer to invest in the education of their sons, and not lose their daughters' vital contribution to the household economy.

Other factors that constrain girls' educational opportunities range from distance to schools, that places their security at risk, to the provision of relevant curricula sensitive to their needs and aspirations. In certain cultures, a girls' chance of going to school might depend on the availability of separate school facilities for girls or the presence of female teachers.

United Nations Girls' Education Initiative (UN.GEI)

Following Dakar, 13 agencies formed the United Nations Girls' Education Initiative (UN.GEI) to mount a "sustained campaign to improve the quality and availability of girls' education" that works at both the global and country levels. This silent emergency in education needs to be addressed through gender mainstreaming which aims to incorporate an explicit gender dimension into all activities at all levels, and in particular into education sector plans. An important part of this strategy is gender analysis of access and quality in education and the collection of disaggregated data.

UNESCO Bangkok working together with UN.GEI and the ILO produced in 2006 a policy brief: *Getting Girls Out of Work and Into School* that summarizes the causes and consequences of girls' child labour on their education opportunities. It describes instruments and good practices to reduce girls' labour, thus assisting policy makers and practitioners to better understand and address the issues for getting girls out of work and into school.

IPEC's experience in education and training

IPEC has over 15 years experience working on child labour issues using education and skills training programmes as interventions to tackle child labour. This experience has enabled IPEC to derive insights and principles to guide good practice.

For example, educational interventions to combat child labour have to be matched to the age of the child and their level of development. The emphasis should be ensuring that all children from the earliest years (through, for example, early childhood education) develop the habit of going to school, and that schools actively seek all children and ensure a child-friendly ethos, that ensures that all children both stay in and benefit from formal schooling up to the minimum age for work.

At the same time, the provision of non-formal or transitional education may be necessary to ensure that former child labourers catch up with their peers who began formal schooling at an appropriate age. For older children, particularly those who have missed out on formal education, some form of vocational education and skills training coupled with basic learning skills may be necessary.

Partnerships in education

Partnerships are central to success. Over the years, in an endeavour to mainstream child labour into national education sector plans and to meet the needs of child labourers, IPEC has forged national alliances with governments, employers' and workers' organizations, NGOs, and other members of the UN family. IPEC brings to these partnerships particularly important experience and expertise, including:

- Extensive knowledge of working children (who they are; where they are; what their educational needs are, etc).
- Expertise based on extensive practical experience in fashioning appropriate interventions (what works in matching educational interventions to the needs of child labourers).
- Experience of developing technical support tools (resource kits; data gathering tools such as rapid assessment, etc.).
- Experience of how to build effective partnerships to tackle child labour.

An important partnership in the effort to tackle child labour and promote education is the Global Campaign for Education (GCE). The GCE, founded in 1999, brings together major NGOs and teachers' unions in over 150 countries around the world. The GCE is committed to the EFA goals, which it promotes through a Global Action Week each year that the ILO supports.



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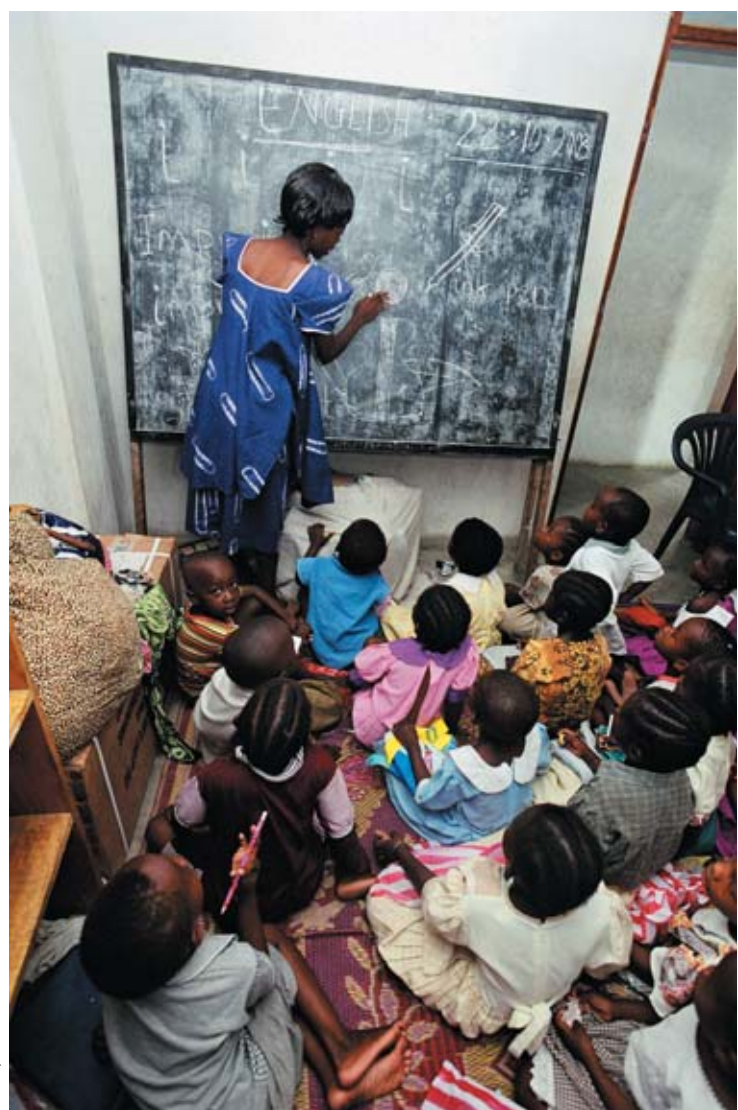
Basic education

Formal education

The most effective way to tackle child labour is to improve access to and the quality of the formal education system so that it attracts and retains children and ensures that children freed from child labour are successfully integrated into schools.

As part of the global effort to mainstream child labour concerns into EFA and other global development frameworks, and to tackle child labour, this focus has taken the following forms at the national level:

- Working with Ministries of Education and Ministries of Labour to develop policy and programmes that enhance their capacity to respond to child labour-related issues.
- Advocacy to encourage governments to remove cost and physical barriers to schooling.
- Supporting action programmes that seek to remove barriers to education.
- Prevention of children dropping out of school by supporting inclusive education strategies and quality education.
- Support to after-school programmes to enhance the educational and recreational opportunities for children and reduce the time available for work.
- Integrating information on child labour within school curricula and teacher training
- Work with teacher's trade unions, whose members are often well placed to support advocacy and action against child labour
- Joint initiatives with other UN agencies through, for example, UN.GEI and EFA national groups, etc.



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Transitional and non-formal education

Non-formal education can have an important role to play in meeting the needs of marginalized children that are under-served by the formal education system, but it should be complementary to the formal school system and not competitive with it.

In many countries, IPEC has supported non-formal or transitional education programmes, which have enabled former child labourers to catch up with their peers who began their schooling at an appropriate age. In some instances the non-formal education may be administered by the Ministry of Education and it may even provide, in theory if not always in practice, “equivalency”, meaning that

children can reach a grade of learning attainment equivalent to that expected in a formal school.

IPEC seeks to ensure that there is a strong link between such rehabilitative programmes and the formal education system, since entry to basic education is likely to ensure greater opportunities for continuing education and future employment.

It is important to avoid the traps of providing a second-class education on the one hand, and, on the other, competition with the formal education system. In some limited circumstances, as with older children who have never been to school, or in areas where there are no schools, non-formal education will be a self-contained experience.

IPEC's support of non-formal and transitional education has taken a number of forms:

- Support to “bridge schools” or intensive transitional educational programmes to help former working children catch up the years they missed out on by not attending school at the appropriate age.
- Facilitating close collaboration between non-formal education providers and the local school system to help smooth the (re)integration process.
- Provision of special academic support and remedial teaching, at least in the early stages, for children making the transition from non-formal education programmes.
- Establishing Community Learning Centres (CLCs) or Multi-Purpose Centres (MPCs) to bring education, training and service delivery closer to children, their families and communities.
- Programmes that provide non-formal education for high-risk groups including street children and children exploited in prostitution or pornography.

The school-to-work transition

Pre-vocational training

Pre-vocational training refers to the training arranged primarily to acquaint children with materials, tools and standards relating to a range of occupations that could possibly assist children in choosing a future career path. In formal schools this might typically consist of basic skills in woodwork, cooking and sewing, etc. Pre-vocational training is also sometimes seen as increasing the relevance and interest of the curriculum to older children, which in turn might reduce the chance of them dropping out.

This kind of training has also been provided in a number of IPEC supported non-formal education programmes, in combination with or after functional literacy training, but with more of a focus on potential for livelihoods development when the child is old enough to work. Courses are typically short and provide specific skills, such as silk screen printing, handicraft production, or vegetable growing.



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Vocational education and skills training

IPEC's vocational and skills training programmes provide practical skills for older children (14-17 years) who are at or above the legal minimum age of employment. Skills/livelihood training can be an important mechanism in overcoming social exclusion faced by marginalized children - it offers the possibility of greater choice concerning future work opportunities and therefore the hope of a better future. The provision of pre-vocational, vocational and skills training has also been an important cornerstone of IPEC's efforts to withdraw older children from hazardous labour, by providing older children at or above the minimum age of employment, with marketable skills that will enable them to find decent work opportunities.

In many countries, IPEC has worked with governments to develop the capacity of vocational training centres to implement programmes to assist older children and youth. Where these training facilities do not exist, IPEC has worked with other partners to ensure the better provision of vocational education and skills training.

Because of the gender segregation in the labour market in many countries, the options for girls to enter different trades or occupations can be limited. IPEC has found that to ensure that educational opportunities do not inadvertently reinforce existing gender inequalities, special attention needs to be given to facilitate the access of girls to vocational training.

Skills training: Some basic criteria

Some of the components of successful skills training programmes include:

- A local labour market survey to assess what skills are needed and can be absorbed. Often this will mean skills for self-employment.
- As far as possible, training should be conducted locally where students live
- An effective infrastructure must be in place to ensure quality control.
- Where necessary and relevant, training should include functional literacy and numeric skills.
- Training should include awareness of occupational safety and health hazards.
- Special attention needs to be given to facilitating the access of girls.
- Exploring the use of both traditional and centre-based apprenticeship schemes.
- Employers' organizations and local entrepreneurs should be actively involved, for example, in providing opportunities for apprenticeships and employment.
- In respect of self-employment, students also require assistance in learning how and where to access business support services, such as micro-credit programmes.

Youth employment and child labour

The coexistence of child labour and youth unemployment represents a cruel irony - while there is a demand for certain types of labour that is met by children who should not be working, there is also a supply of labour from young people that goes unused or under-utilized.

The ILO estimates for 2003 suggest that there are 88 million young unemployed people aged 15-24 years. Unemployment rates among young people of the 15-24 year age range are typically two or three times higher than adult unemployment rates across countries and gender. Going without basic learning skills severely limits future work opportunities. One of the major ways of improving working children's life chances is to help put them on the right track to future employment - to decent work.

There is growing interest in the connection and overlap between work on child labour and youth employment, particularly the implications of child labour for later employment. Child labour tends to exacerbate the problem of youth unemployment in so far as it prevents children from acquiring the needed education and skills to compete in the labour market as they become older.

The links between child labour and youth employment also illustrate the importance of a life-cycle approach - identifying the important stages of life when children are vulnerable. It is vital to ensure that educational disadvantage and discrimination faced at one stage are not perpetuated at later stages, and that girls and boys are supported from an early age to make smooth transitions into the labour market.

IPEC supported activities contribute to this through:

- Providing educational opportunities for children aged 14-17 years in, or at the risk of, child labour.
- Providing skills training programmes and livelihoods programmes.
- Developing research into the connection between child labour and youth employment.



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Researching the child labour and youth employment connection in Indonesia

IPEC has begun pilot initiatives on the linkages between child labour and youth employment in collaboration with other ILO units. A major focus has been on improving the knowledge base. Among these efforts was a major survey conducted in 2006 on: *Indonesia's Youth Labor Market and the Impact of Early School Drop Out and Child Labor*. The study concluded that early drop out from school is a major contributor to insecure employment and lower earnings later in life, and that it is not until completing senior secondary school that the real chances of finding decent work are realized. Moreover, completing nine years of basic education can be seen as a preventive measure to combat child labour and youth unemployment.

Developing technical support tools

Over the years, IPEC has developed a number of resources to support its work on child labour and education. Building on this experience and other recent educational initiatives, IPEC has produced a Child Labour and Education Resource Kit.

The Resource Kit incorporates a range of products in both hard copy and CD that distil IPEC's accumulated experience in education and child labour. The Education Resource Kit is targeted at a range of stakeholders at the national and local level.

IPEC child labour and education resource kit

Materials include:

- A user guide providing an overall introduction to the kit.
- This promotional brochure *Combating child labour through education*. This highlights the aims, objectives and activities of the ILO and IPEC in the field of education and skills training.
- A training manual for policy makers on child labour and education policy.
- Technical guidelines on the design of IPEC supported education and skills training programmes.
- Global thematic evaluations of IPEC programmes in formal and non-formal education and skills training.
- An information kit for teachers, educators and their organizations designed to raise awareness about child labour and how to develop their engagement in combating child labour.
- Consolidated good practices in education and child labour with examples of: policy development; curricula development and extracurricular support; teacher training and mobilizing teachers' organizations; non-formal and transitional education approaches; school-based and community monitoring; and skills training and employment-related approaches.
- Research papers on compulsory education and a conceptual framework for child labour interventions through education.
- An education and community mobilization pack on using creative, literary and visual arts to facilitate the participation of children and young people in efforts against child labour, entitled *SCREAM Stop Child Labour*.



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Research

In recent years IPEC has been strengthening the knowledge base in the child labour and education field. Knowledge generated through data collection, evaluation of field activities and research have contributed to the ongoing work of IPEC in the area of child labour and education, among other fields.

IPEC's contribution to improving the knowledge base on child labour and education has progressed on four fronts.

First, education has featured from the outset in the ILO's child labour survey work under the Statistical Information and Monitoring Programme on Child Labour (SIMPOC). Since 1998, some 60 countries have been assisted in carrying out national surveys. Part of the standard questionnaire used in SIMPOC surveys asks about household decision-making concerning the schooling of their children and every child (5-17) in the household about their school attendance and attainment and impact of work on these. This is an unrivalled data set on the dynamics of child labour and education. At another level of data collection, the development of Rapid Assessment Methodology has attempted to provide a better picture of the unconditional worst forms of child labour such as bonded and forced labour and prostitution.

Second, IPEC has commissioned research on particular issues pertinent to child labour and education. A major research output that appeared in 2004 examined the costs and benefits of eliminating child labour. The study found that the elimination of child labour and its replacement by universal education yields enormous economic benefits of a ratio of around 7 to 1. More recently, IPEC has examined the role of conditional cash transfers in combating child labour and promoting education. These programmes have been developed in Latin America and IPEC has been involved in evaluation studies on the child labour and schooling impact of several on-going programmes in Brazil, Colombia and Mexico.

Third, the ILO has remained an active partner of the inter-agency project Understanding Children's Work (UCW) that was launched in 2000 in



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collaboration with UNICEF and the World Bank. The work of UCW has contributed towards improving understanding of child labour and education links. In 2006 UCW produced an overview of the interplay in: *Child Labour and Education For All: An Issues Paper*. The review by UCW confirmed that child labour harms children's ability to enter and survive in the school system, and makes it more difficult for children to derive educational benefit from schooling once in the system.

Finally, IPEC has undertaken thematic reviews of its educational interventions. In 2003, IPEC commissioned two thematic reviews: *Formal and Non-Formal Education to Combat Child Labour* and a *Thematic Evaluation of Skills Training Interventions to Prevent and Eliminate Child Labour*. Both studies were the product of a synthesis of nine country reports that examined 69 action programmes supported by IPEC. Each evaluation explored knowledge assets of good practice and lessons learned.

Mobilizing the social partners

Workers' and employers' organizations are important partners in the struggle against child labour. Enlisting the support of teacher trade unions has been a key strategy of IPEC and IPEC works closely with Education International (EI), the Global Union Federation of teachers trade unions.

A recent EI publication *Child Labour - quality education is the right response* identifies the key roles of teachers trade unions as being:

- advocacy to strengthen national policies and the promotion of compulsory education, with universal access to free and good quality education;
- teachers and their organisations are in key positions to monitor child labour because they interact daily with children at risk and monitor school attendance. EI say "Recognising the sectors or forms of child labour in the communities, creating child labour committees in schools and informing parents, local and national authorities about the issues are .. steps in a monitoring system to which teachers can contribute significantly";

- mobilizing other organizations within the wider trade union movement around the interrelated issues of the elimination of child labour and the achievement of Education for All.

In order to effectively use the unique position of teachers' organisations, IPEC collaborated closely with the ILO Bureau for Workers' Activities (ACTRAV) and Education International on a project focused on developing teacher training materials and activities to reach children at risk of dropping out of school.

Employers' organisations can also play an important role. In Pakistan, under the IPEC carpet project the Pakistan Carpet Manufacturers and Exports Association (PCMEA) established an NGO to provide non-formal education to working children involved in the industry. As a direct result more than 80 per cent of the children of the children have been provided with NFE and mainstreamed into the formal education system. In India the brick kiln employers' associations in the State of Tamil Nadu have supported the rehabilitation of child workers by offering NFE, vocational training and apprenticeship opportunities.

In Nepal, IPEC has built a close relationship with both workers' and employers' organisations to develop an apprenticeship programme for vulnerable youth.



P. Tarbouriech



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Child labour and education at the national level

Global commitments and global compacts: Translating into national action

Global commitments and initiatives have to be translated into national action - that is the challenge facing those working for the elimination of child labour and achievement of EFA. Responding to this challenge requires Governments to make the right policy choices. There is also an urgency concerning national responses. Both the ILO Global Action Plan and the MDG and EFA frameworks set rigorous targets.

Governments have the responsibility to meet their international obligations to secure the right to education of good quality for every child. At the same time the international community has promised at Dakar (2000), Monterrey (2002) and Gleneagles (2005) that resources will be made available to all countries who show the political will and have a “credible plan” to achieve EFA.

The promotion of Time-Bound Programmes (TBP) is central to IPEC’s child labour strategy since the adoption of Convention No. 182 calling for the design and implementation of action programmes

and “effective time-bound measures” against the worst forms of child labour. Since 2002, IPEC has promoted projects in support of national action plans targeting the worst forms of child labour. Such National Action Plans can facilitate the mainstreaming of child labour concerns into regular social and economic development programmes, including national education plans.

Education sector plans

A single, country-led education sector plan, is increasingly seen as the main delivery vehicle for the global compact on education. These plans have been given greater impetus through the EFA Fast Track Initiative (FTI) launched in 2002 as a global compact between donors and developing countries. Countries that are, or seek to become Education for All Fast Track Initiative countries are required to develop a comprehensive education sector plan, which is subject to appraisal by civil society and donors supporting the plan.

Both the PRSP and FTI mechanisms have consultative processes at the country level that potentially provide an opportunity for civil society engagement to integrate child labour and education concerns into national education sector and poverty reduction plans. Education sector plans, whether under FTI or mechanisms such as Sector-Wide Approaches (SWAPs), provide an important

opportunity to mainstream child labour concerns into national education plans.

Education sector plans through a child labour lens

The principal objective of education policy must be to expand access to quality education for all boys and girls until the minimum age of employment. Tackling child labour will improve access and retention, and improving the quantity and quality of education will help prevent child labour - a win-win for countries.

Education sector strategic plans need to properly take into account the problem of child labour in seven central areas:

- Ensure adequate financing of education to achieve universal education and eliminate direct costs such as school fees.
- Recognize child labour as contributing to the problems of enrolment and retention. This might be expressed as part of an examination of cross-cutting issues such as gender and HIV/AIDS.
- Harmonize compulsory education and minimum age for employment regulations.

- Support the development of an adequate teaching force in line with the 1966 joint ILO/UNESCO Recommendation.
- Prioritize girls' education.
- Where appropriate, provide adequately resourced non-formal education for out-of-school children as a transitional measure that seeks to reintegrate children into the formal school system.
- Improve the school-to-work transition.

Financing of education

Education requires financing, but failure to invest in education costs more in the long run. Universalizing primary education completion for girls and boys alike will require considerable resources - internal and external. Governments need to eliminate direct costs such as school fees that are particularly discouraging for the poor. It is also important to reduce indirect costs of education for poor families. The costs of books, uniforms, transport and other indirect costs can be a significant barrier to poor families.

UNESCO's EFA Global Action Plan now urges Governments to devote at least 6% of Gross National Income to education.



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Brad Jenkins

Recognition of child labour

There is a need to promote the greater recognition that child labourers are a large part of out-of-school populations. At the national level education systems are monitored to help with policy development and resource allocation decisions. Most Ministries of Education have Education Management Information Systems (EMIS) at national and provincial levels. Information is provided by schools and teachers, and sometimes by School Inspectors. Data typically includes: enrolment; attendance; retention and; academic achievement.

The inclusion in education plans of information generated by national surveys on child labour - a major out-of-school group - is important to knowing who should be in school rather than who is in school. Recognition of child labour as a major element in the out-of-school population should be used as an indicator of progress made in reaching the unreachable.

Child labour data collected by national surveys such as those supported by IPEC should be fully analyzed to provide a more complete picture of the connection between child labour and education. This data needs to filter up to the global level and be mainstreamed into the *EFA Global Monitoring Report (GMR)* that in turn can help reinforce the identification of child labourers as a priority target group for government action.

Data can also assist in ensuring that education policies help to effectively target child labour. If it is clear that there are particular geographical areas with concentrations of child labour, does the education strategy address this challenge?

Education sector plans should also help identify any barriers to school entrance that would create obstacles to out of school children returning to school (eg age restrictions which prevent a child above a certain age from entering school).

Harmonization of minimum age and compulsory education regulations

Minimum age laws harmonized with compulsory education laws is an important policy step in elimination of child labour. ILO Convention No. 138 states that: "The minimum age...shall not be less than the age of completion of compulsory schooling..." Where the minimum age for employment is set lower than the age for completion of compulsory schooling this acts as an incentive to school drop-out. Moreover, compulsory education and child labour laws are complementary and mutually reinforcing. Education is usually made compulsory when enrolment rates are already quite high and where the task is to reach and retain that last 10-20 per cent. This hard-to-reach group is precisely the population likely to be child labourers.

Free and compulsory education is a responsibility of governments to implement over the whole country to avoid disparities by region or group. To enforce compulsory education governments must develop an adequate School Inspectorate to ensure

that schools prepare enumeration registers, that teachers check attendance registers at school and visit the homes of children who have failed to attend school for several days or weeks.

Birth registration is a basic right of all children. And yet every year, about 40 million children or one-third of all births, go unregistered around the world. Governments need to provide for universal birth registration for children. Without this, children often cannot access schools, and minimum ages for employment can neither be monitored nor enforced.

Quality teachers for quality education

The Recommendation concerning the Status of Teachers adopted by the ILO and UNESCO in 1966 sets the standard for one of the key building blocks of quality: sufficient numbers of professional teachers. The joint ILO/UNESCO Committee on Teachers (CEART) evaluates every two years the world's progress in meeting the goal of a high status teaching profession and good quality education.



B. Kanter

In 2006, CEART examined the trend towards the use of “contract teachers” as an exceptional measure to meet the pressure to increase enrolments particularly from under-served populations. Teacher shortages in many developing countries threaten the EFA agenda - for example, sub-Saharan Africa needs to recruit between 2.4 and 4 million teachers to meet EFA goals, while the world in general needs to find approximately an additional 18 million. Many developing countries faced with this crisis have turned to short cuts: reducing critically important initial training and hiring “contract teachers” with virtually no training, lacking the necessary skills or professional support, paid at substantially lower rates than regular teachers.

The CEART 2006 report concluded that, institutionalizing the practice of contract teachers has serious implications for the status of teachers and the quality of education - it creates, for example, the potential of a sub-standard quality response to working children - and needs to be replaced by a long-term plan to integrate all teachers into a single, regular teaching force of a desirable and consistent quality.

Prioritize girls

As the most neglected and vulnerable group, girls require special attention. Girls’ domestic work commitments are particularly likely to compete with time for education whilst domestic work for third parties can be one of the most neglected forms of child labour, and a significant barrier to education.

The task is therefore to view education sector plans through a girls’ education lens. Does the plan, for example, present disaggregated data in the problem analysis; recognize girls as an important group facing exclusion based on their work demands; highlight the problem of special water and sanitation facilities and the recruitment of female teachers, particularly at the secondary level, to serve as role models and facilitate parental support for their daughters continued schooling.

Transitional education

Former child labourers may need special transitional education as a bridge to entry or re-entry into the formal education system. Once back in the formal education system former child labourers may also need special support services to ensure that they remain there and are able to learn effectively and progress within the system.

Some non-formal and transitional education initiatives have been criticized for creating a second, inferior, education track for out-of-school children, and not acting as bridges to (re)entry into the formal system.

The main emphasis of transitional and non-formal education programmes should be equipping children to enter and succeed in regular schooling. Education policy should focus on improving the formal education system for all children whilst ensuring - where transitional measures are required - that these reach out to child labourers.

The school-to-work transition

Managing the school-to-work transition is an important part of the response to child labour. Furthermore, MDG 8 urges cooperation with developing countries in designing and implementing strategies for decent and productive work for youth. Among the preventive and rehabilitative measures that need to be implemented within the education system should be vocational and careers guidance elements that can help ensure future “employability” - that all children are properly equipped for entering the world of work.



Stop Child Labour

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Further information

This booklet provides an overview of IPEC's work on child labour and education and broader ILO concerns on training and skills.

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