

INTERNATIONAL LABOUR ORGANIZATION

Report III

Child labour statistics

18th International Conference of Labour Statisticians

Geneva, 24 November–5 December 2008

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Abbreviations

ICLS	International Conference of Labour Statisticians
IPEC	International Programme on the Elimination of Child Labour
ISCO	International Standard Classification of Occupations
ISIC	International Standard Industrial Classification of All Economic Activities
MICS	Multiple Indicator Cluster Surveys
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SNA	System of National Accounts
UNCRC	UN Convention on the Rights of the Child
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
UWFCL	unconditional worst forms of child labour

1. Introduction

1. At the 17th International Conference of Labour Statisticians (ICLS), convened in 2003, a large number of participants emphasized the importance of child labour statistics and commented on their experience in measuring child labour and the complexities involved. Many participants stressed the need to develop an international statistical definition of child labour, including hazardous work, and methodological guidelines to ensure comparability across countries and over time. There was unanimous support from the Conference for the development of a resolution on child labour statistics. Consequently, the question of child labour statistics was placed on the agenda of this 18th Conference.
2. This development underlines how important it has now become to have sound, reliable and consistent systems of measurement of the phenomenon of child labour. As was pointed out by the Director-General in the ILO's Global Report on child labour in 2006,¹ there has in recent years been a sea change in attitudes towards child labour. The sense of hopelessness and resignation that previously prevailed on the subject; the feeling that, regrettable though it is, there is little that can be done to prevent or eliminate child labour as it is so deeply rooted in poverty and cultural attitudes: these have been replaced by a worldwide consciousness that it is today not only possible but also urgently necessary to eradicate at least the most unacceptable forms of child labour within a short time frame rather than in some indefinite future, and to set in motion an irreversible process leading to the total elimination of the scourge of all forms of child labour. Programmes of action have been launched in many countries to this end, and the international community has mobilized significant efforts and resources – most notably in the framework of the ILO's International Programme on the Elimination of Child Labour (IPEC) – to support national programmes.
3. It is essential that these efforts be accompanied by programmes of data collection and analysis to make it possible for national authorities and the international community as a whole to measure the nature and extent of child labour; to identify the areas where action is required to tackle it, and particularly where priority action is required to deal with the worst forms of child labour; to monitor progress in the implementation of policies and programmes to combat child labour and to evaluate their effectiveness; and to mobilize public support for such programmes. Many countries have accordingly developed statistical monitoring and information systems on child labour, often with the support of ILO/IPEC's Statistical Information and Monitoring Programme on Child Labour (SIMPOC). Based on a significant number of national surveys, SIMPOC has been able to develop a worldwide system to monitor global trends, the results of which are reported in the four-yearly Global Reports on Child Labour. Thus, the Global Report published in 2006 was able to announce a decline in the extent of child labour in most regions of the world (although in Africa the relative decrease was far less significant than in other regions). These findings have naturally aroused considerable interest throughout the world, and have given renewed impetus to national and international efforts to combat child labour.
4. Nevertheless, measuring child labour as well as different forms of child labour – both within countries and internationally – is by no means an easy task. Child labour, like many other social and economic phenomena, cannot be measured with a ruler or weighed on scales. Its measurement raises a number of complex conceptual, definitional and

¹ ILO: *The end of child labour: Within reach*, Report I(B), International Labour Conference, 95th Session, Geneva, 2006, p. viii.

methodological issues, and the 18th International Conference of Labour Statisticians provides an important opportunity to clarify and give guidance on such issues.

5. There is first of all the need to clarify the distinction between legal and statistical definitions. Concepts such as “child labour”, “worst forms of child labour” and “hazardous work of children” have been defined in the legal standards (Conventions and Recommendations) adopted by the ILO over the years, as well as in national laws and regulations (often inspired by ILO standards) in countries throughout the world. These definitions provide the essential legal basis for all national and international action relating to child labour. They draw a clear line between forms of children’s work which are acceptable in national societies and in the international community and those which are not. Such legal definitions are obviously important for enforcement measures, since they provide a basis for action by competent authorities to order a violation to be stopped and to apply sanctions against those responsible. But they do not in all cases readily lend themselves to statistical measurement, and it frequently becomes necessary, for the purposes of statistical measurement, to establish indicators that may differ somewhat from stipulations in national law or international legal standards.
6. In no circumstances, however, can statistical definitions revise or replace the definitions laid down in national legislation or in relevant ILO Conventions and Recommendations. A clear distinction must at all times be made between, on the one hand, defining child labour or different forms of child labour for the purpose of compiling statistics and, on the other, legal definitions established for the purpose of prohibiting or regulating child labour. Thus, a statistical survey may be based on a wider or narrower definition of child labour than that which is prohibited by law; the information generated by such a survey cannot, of course, be used as a basis for legal action, but it may nevertheless lead to some discussion and possibly action to revise existing legislation and extend the coverage of prohibition.
7. But while they are different in concept and in practice, law and statistics do not exist in different worlds; they have to support each other. The role of statistics is to reflect and measure economic and social reality as closely as possible. They are an essential tool for policy-making, for planning action, for determining the effectiveness of existing legislative and other measures against child labour, or identifying the need for new or revised legislation. Legal definitions of child labour contained in national legislation and in international labour standards or other international instruments should therefore be taken as the starting point in the search for statistical definitions; and statistical definitions should be as close as possible to, and as consistent as possible with, such national legislation or international labour standards, even though it will frequently not be possible to achieve a perfect match between the two.
8. It is also necessary to distinguish clearly between the statistical needs of decision-makers and policy-makers at the national level and those of the international community. International labour standards on child labour provide guidance for national legislation but, as will be seen below, they allow for a wide range of flexibility and exceptions to general prohibitions of child labour, and they leave national legislators – after consulting national organizations of employers and workers – a good deal of latitude to fix precise standards and cut-off points in determining what is to be prohibited. National statistical offices clearly need to tailor the criteria for data collection on child labour as closely as possible to such national laws and regulations. But it is also important to ensure some international comparability (as well as comparability over time) of the data generated in different countries, because the progressive abolition of child labour has become a major preoccupation of the international community and progress towards that goal needs to be measured internationally as well as nationally.

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- 9.** The approach adopted in this report is based on the assumption that, especially for countries that have a proactive national policy on the eradication of child labour, a national programme on child labour statistics will be important, and its principal objective should be to provide comprehensive and reliable information concerning child labour that needs to be eventually eliminated. This report and the draft resolution that accompanies it aim at setting standards of good practice on the collection, compilation and analysis of national child labour statistics, guiding countries to update their existing statistical system in this field, or to establish a new one. The standards should also help to facilitate the international comparability of child labour statistics by minimizing methodological differences across countries.
 - 10.** The report is structured as follows. Section 2 describes the measurement objectives of a national programme on child labour statistics. Section 3 reviews the international standards on child labour, and describes the different forms of child labour identified by international legal standards. Section 4 considers their implications for deriving corresponding statistical concepts and standards. Section 5 details the key considerations for building a statistical programme on child labour. Section 6 describes the ILO methodology for global estimation of child labour. Section 7 discusses particular measurement issues with regard to child labour. Section 8 explains the main child labour indicators currently in use, and finally, section 9 provides an overview of key child labour data collection instruments and approaches.
 - 11.** The draft resolution concerning statistics of child labour is annexed to this report.

2. Measurement objectives

12. Countries, particularly those with significant numbers of working children, should develop an adequate system of child labour statistics and regard it as part of their national statistical programme. Due account should be taken of specific national needs and circumstances, particularly of any legislation dealing with minimum age and conditions of work. The system should contribute to the improvement of economic and social statistics in the country, increase public awareness of the situation regarding working children, and provide a suitable statistical base for the various users of the statistics including policy-makers. Comprehensive statistical information on child labour, and more widely on working children, would also be useful for developing an appropriate regulatory framework for the protection of the rights and welfare of children by determining the causes and consequences of child labour.
13. An adequate national system of child labour statistics should provide as far as possible data disaggregated by sex, age group, occupation, branch of economic activity, status in employment, school attendance and geographical location. To facilitate the analysis of particular groups of working children, the system should also provide to the extent possible more detailed data on socio-economic characteristics of children such as education status, level and achievements, time allocation to various non-school activities, the income or expenditure level of the child's household, and the impact of children's economic activities on their health, well-being and morals. The system may, moreover, make available essential data for assisting in the design of intervention policies specifically aimed at combating child labour and at monitoring and evaluating progress in the implementation of action programmes.
14. In order to fulfil the above objectives, the national programme of statistics should, in principle, cover all major groups of activities that children engage in (mainly study, work, and duties in their own household) in terms of the time spent on each, and also the impact of these activities on different aspects of children's well-being. The programme should be developed to the fullest extent possible in harmony with other national economic and social statistics. It is also important that the information supplied supports the formulation of an informed policy to combat child labour within the country, and assists in the identification and prioritization of the forms of child labour and of the geographical locations that targeted action programmes should address.
15. Overall, the essential and desirable properties of the proposed statistical measurement standard on child labour are therefore that it should:
 - (i) reflect the national concept of child labour as work that children must not engage in;
 - (ii) be amenable to data collection operations for facilitating quantification and characterization of child labour;
 - (iii) be acceptable to member countries and ILO constituents; and
 - (iv) facilitate the comparison of child labour statistics over time and across countries.
16. A certain amount of uncertainty currently surrounds the operational definition of the term "child labour". Most of the controversy is founded on the debate as to what constitutes the set of non-school activities on the basis of which child labour is identified. Following the practice adopted by most countries in quantifying child labour, the ILO approach for its

global child labour estimates¹ takes *child labour*, for identification purposes, as being the total of (i) *a subset of working children* (that is, children engaged in any activity falling within the production boundary of the System of National Accounts (SNA)), i.e. work² plus (ii) those in specific worst forms of child labour not covered by (i). There is, however, support from a section of stakeholders and researchers interested in the study of child labour for the adoption of a wider concept of “work by children” that includes certain non-economic activities, such as unpaid household services (that is, domestic and personal services for consumption within the same household that children frequently engage in, also termed “household chores”). A detailed discussion of child labour measurement issues is contained in section 7.

17. In contrast to child labour, the term “working children” is a broader concept that encompasses most production activities undertaken by children, whether for the market or not, paid or unpaid, for a few hours or full time, on a casual or regular basis, in the organized or unorganized (formal or informal) sector, and whether the activities are legal or illegal; it excludes household chores undertaken in the child’s own household, and activities that are part of schooling. Work in family enterprises and in household-based production activities is included, as is domestic work performed in another household for an employer. To be counted as employed, that is, as working, a child must have worked for at least an hour on any day during a seven-day reference period.
18. A related issue which requires attention is that, for adult workers and the workforce of legal age (above the minimum age for work), the concept of “economically active population” is applied to denote the total of the group of “employed workers” and the group of “unemployed” persons, an unemployed person being defined as one who is not employed but is actively seeking and available for work. Labour force statistics also provide numbers on employed and unemployed with reference to the work force of legal age. However, the concept of an “unemployed child” is not the correct terminology, since persons below the minimum age of work cannot legally seek work or be employed. At the same time it is true that many children who are not engaged in any economic activity may want to work and be available for work, if offered. For the purpose of child labour statistics, such children may be termed “children seeking work”. This issue is important in the context of obtaining a complete overview of the potential population of child workers in a country. The “economically active” child is therefore a statistical definition.
19. A national system for statistics of child labour should take into account the framework of the existing international labour standards set by the ILO’s Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), together with their respective supplementing Recommendations Nos 146 and 190, which provide the essential legal basis for most of the national and international action relating to child labour. However, these international labour standards on child labour, while providing guidance for national legislation, also allow for flexibility and exceptions to general prohibitions of child labour. In fact, national legislators, after consulting their national organizations of employers and workers, have significant latitude under

¹ The ILO Global Estimation of Child Labour is discussed in greater detail in section 6.

² The notion of work corresponds to the definition of employment specified in paragraph 9 of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment, adopted by the 13th International Conference of Labour Statisticians (1982). Accordingly, being “at work” covers persons engaged in any activity falling within the SNA production boundary for at least one hour during the reference week. See also: R. Hussmanns, F. Mehran and V. Verma: *Surveys of economically active population, employment, unemployment and underemployment: An ILO manual on concepts and methods* (Geneva, ILO, 1990).

Convention No. 138 and Convention No. 182 to fix precise standards and cut-off points for determining what is to be prohibited. Again, the determination of the exact list of hazardous jobs is left to the determination of the national legislation or authority, even under Convention No. 182, which does not contain flexibility clauses. Accordingly, there can be no unique legal definition of child labour for universal application across countries.

- 20.** In the following section, the Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), as well as of Recommendations Nos 146 and 190, are examined to highlight their implications for the statistical measurement of child labour and of permissible work by children. The relevant clauses of the United Nations Convention on the Rights of the Child (UNCRC) are also noted in this regard.

3. International labour standards concerning child labour

21. International labour standards define child labour by its consequences: it encompasses work that is mentally, physically, socially or morally dangerous and harmful to children, and interferes with their schooling.
22. International legal standards that define child labour are a necessary frame of reference for constructing child labour statistics. This section reviews the three principal international Conventions on child labour with respect to the main legal concepts of child labour which they embody: the ILO's Minimum Age Convention, 1973 (No. 138); the United Nations Convention on the Rights of the Child (UNCRC) of 1989; and the ILO's Worst Forms of Child Labour Convention, 1999 (No. 182). Together, these Conventions provide the parameters for fixing national legal boundaries for child labour and the legal basis for national and international action against it.
23. ILO Convention No. 138 contains the most comprehensive and authoritative international standards on the subject of the minimum age for admission to work or employment. It calls on member States to set a general *minimum age* for admission to work or employment not lower than the end of compulsory education, and generally at least 15 years of age (Article 2, paragraph 3), and a higher minimum age of not less than 18 years for employment or work which by its nature or the circumstances in which it is carried out is likely to jeopardize the health, safety or morals of young persons, usually referred to as *hazardous work* (Article 3, paragraph 1). However, there is no international list of *hazardous work*, and the identification of hazardous types of employment or work that are prohibited up to 18 years has to be determined by the competent national authority after consultation with organizations of employers and workers (Article 3, paragraph 2).
24. The Convention contains a number of *flexibility clauses* that are left to the discretion of the competent national authority in consultation with workers' and employers' organizations. This means that there is no single legal definition of child labour across countries. Consequently, statistical measurements of child labour consistent with national legislation differ from country to country, as will be seen in subsequent sections. The principal areas of flexibility in the Convention include:
 - (a) *Minimum age*. Members whose economy and educational facilities are insufficiently developed may specify a lower general minimum age of 14 years (Article 2, paragraph 4), although there are some that choose to set it at 16 years.
 - (b) *Scope of application*. Members may exclude from the application of the Convention limited categories of employment or work in respect of which special and substantial problems of application arise (Article 4, paragraph 1), although hazardous work may not be excluded (Article 4, paragraph 3). Members whose economy and administrative facilities are insufficiently developed may also initially limit the scope of application of the Convention (Article 5, paragraph 1) other than in a core group of economic activities or undertakings (Article 5, paragraph 3).¹

¹ Namely, mining and quarrying; manufacturing; construction; electricity, gas and water; sanitary services; transport, storage and communication; and plantations and other agricultural undertakings mainly producing for commercial purposes, but excluding family and small-scale holdings producing for local consumption and not regularly employing hired workers.

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- (c) *Light work*. National laws or regulations may permit the employment or work of persons aged between 13 and 15 years if it is (a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority or their capacity to benefit from the instruction received (Article 7). The lower age limit for light work can be 12 years for developing countries (Article 7, paragraph 4)
 - (d) *Other exceptions*. Legally speaking, other exceptions may also be permitted, e.g. for the purpose of vocational training and orientation, or for children's participation in artistic performances in accordance with Convention No. 138. However, these have usually not been reflected in statistical surveys of child labour so far.

25. ILO Convention No. 182 supplements Convention No. 138 by emphasizing the urgent focus on the worst forms of child labour requiring immediate action. Convention No. 182 makes no distinction between developed and developing countries and applies to all children, a *child* being defined as an individual under the age of 18 years (Article 2). For the purposes of the Convention, the *worst forms of child labour* comprise: (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, as well as forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; (c) the use, procurement or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in relevant international treaties; and (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children (Article 3).

26. The activities referred to under Article 3(a) to (c) of Convention No. 182, that is, the *worst forms of child labour other than hazardous work*, are commonly termed “unconditional worst forms of child labour”.² Activities covered in Article 3(d) are commonly termed hazardous work and echo the concept on hazardous work contained in Convention No. 138 (Article 3). Convention No. 182 (Article 4) also states that the exact types of hazardous work referred to under Article 3(d) shall be determined nationally by the competent authority after consultation with organizations of workers and employers, taking into consideration relevant international standards, and in particular ILO Recommendation No. 190.

² The term “unconditional worst forms of child labour (UWFCL)” was first introduced in the ILO Global Report on child labour in 2002 to distinguish between “hazardous work” and other worst forms of child labour, by denoting the latter as UWFCL. See ILO: *A future without child labour*, Report I(B), International Labour Conference, 90th Session, Geneva, 2002, para. 31.

Table 3.1. Child labour as defined by international legal standards

Case 1: National legislation contains provision relating to light work	Children's work and employment				
	Work not designated as hazardous			Worst forms of child labour (WFCL)	
	Forms of work excluded under Convention No. 138 flexibility clauses	Light work	Other forms of work not designated as hazardous	Hazardous work	WFCL other than hazardous work trafficked children, children in forced and bonded labour, armed conflict, prostitution and pornography and illicit activities)
Children below minimum age specified for light work					
Children within the age range specified for light work				Child labour	
Children at or above the general minimum working age					

Case 2: National legislation does not contain provision relating to light work	Children's work and employment				
	Work not designated as hazardous			Worst forms of child labour (WFCL)	
	Forms of work excluded under Convention No. 138 flexibility clauses	Light work	Other non-hazardous forms of work	Hazardous work	WFCL other than hazardous work
Children below the general minimum working age				Child labour	
Children at or above the general minimum working age					

27. The United Nations Convention on the Rights of the Child (UNCRC) recognizes the child's right to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral or social development (Article 32, paragraph 1). In order to achieve this goal, the UNCRC calls on States parties to set minimum ages for admission to employment, having regard to the relevant provisions of other international instruments (Article 32, paragraph 2(a)).

28. Table 3.1 depicts the basic elements of child labour embodied in these three principal international legal standards. It illustrates how legal categories interact with age ranges in establishing the boundaries of child labour for effective abolition. Among young children below the minimum age for light work, child labour encompasses all work and employment with the exception of those forms excluded under Convention No. 138 flexibility clauses. Among children in the age range specified for light work, child labour constitutes all employment and work except excluded forms and light work. For children at

or above the general minimum age, child labour consists of hazardous work and of its other worst forms. In cases where countries have not made use of the Convention No. 138 flexibility clause on light work, the boundaries for child labour are simpler: namely, all employment and work except forms excluded for children below the general minimum working age, and hazardous work and other worst forms of child labour in the case of children at or above the general minimum working age.

- 29.** The three international legal standards also point to general criteria for drawing boundaries for child labour. Foremost among these is the “nature” of the work, or the “circumstances” in which it is performed. The criteria provide a basis for assessing “likely harm” to the health, safety or morals of the child (Convention No. 138, Article 3, paragraph 1, Convention No. 182, Article 3(d), and UNCRC, Article 32, paragraph 2). Among young children, these criteria are needed to inform decisions concerning what, if any, forms of work should be excluded by the exercise of Convention No. 138’s flexibility clauses. Among children in the middle age range, they are also needed to inform decisions concerning what constitutes “light work” as opposed to other forms of work. Among older children, they are needed to distinguish hazardous work. For all age groups, indicators of the nature of work, its circumstances and its harm are needed for prioritizing and targeting policy interventions, and for monitoring progress.
- 30.** Child labour (slated for abolition) should therefore reflect the engagement of children in undesirable activities and could fall into the following categories:
- (i) Labour that is performed by a child who is *below the minimum age* specified for that kind of work (as defined by national legislation in accordance with accepted international standards), and that is thus likely to impede the child’s education and full development.
 - (ii) Labour that jeopardizes the health, safety or morals of a child, either because of its nature or because of the conditions in which it is carried out (known as *hazardous work*).
 - (iii) The *worst forms of child labour other than hazardous work* which are internationally defined to encompass children (persons below 18 years of age) in slavery, trafficking, debt bondage and other forms of forced labour, forced recruitment of children for use in armed conflict, their use in prostitution and pornography, and illicit activities.
- 31.** Accordingly, collecting information on (a) children’s ages and (b) the nature of work performed by children in terms of these three broad criteria – whether or not it is light work, classified as other non-hazardous work or defined as hazardous work or other worst form of child labour – should therefore be a primary objective of a national statistical programme on child labour.
- 32.** The range of data that a national statistical programme on child labour should collect is considered in section 5. However, it is first necessary to establish the basic measurement framework in terms of children’s overall activities and the use of their time. This is the subject matter of section 4.

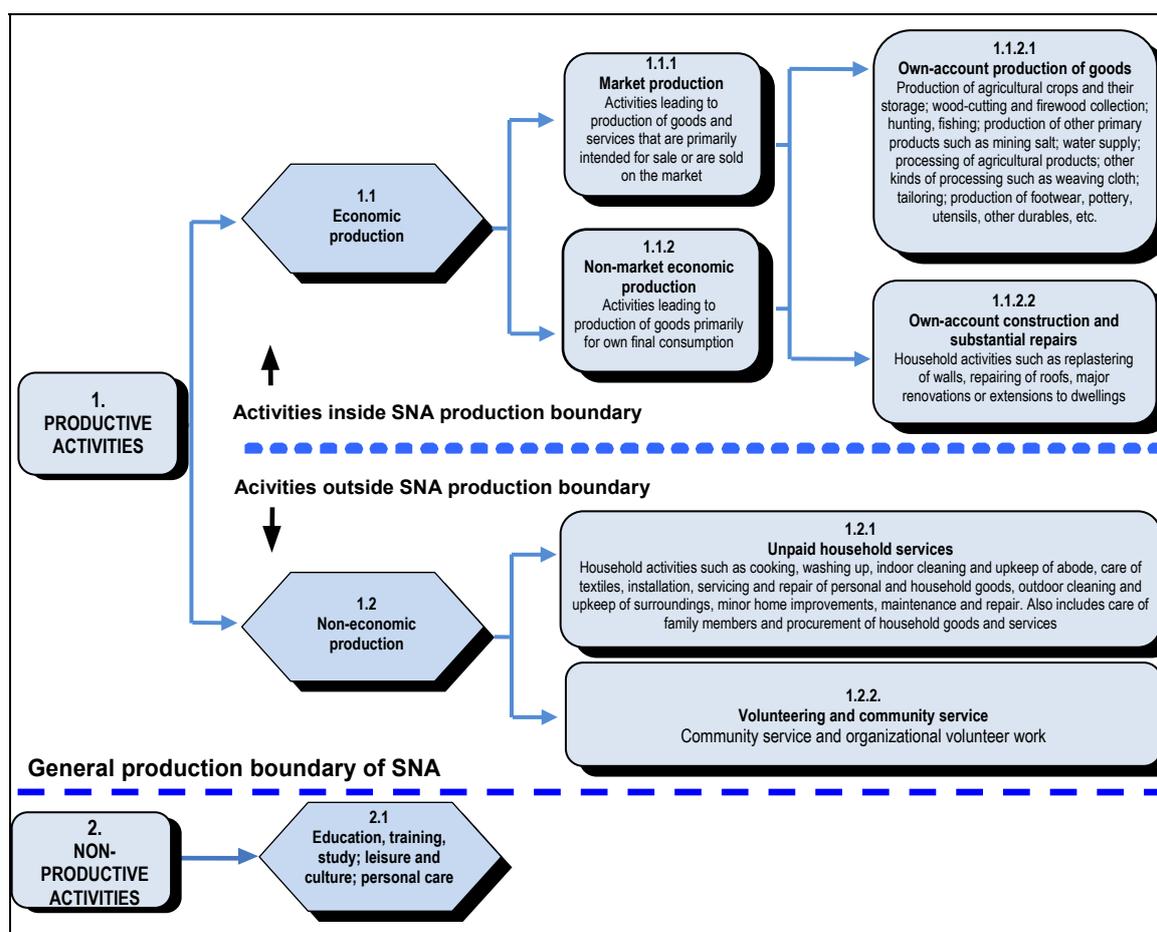
4. Statistical measurement of child labour

4.1. Production boundaries

33. The United Nations System of National Accounts (SNA) provides a common frame of reference and conceptual basis for classifying children’s activities in general and their involvement in production in particular. *Productive activities* are defined as all activities falling within the *general production boundary*, that is, any human controlled activity resulting in an output capable of being exchanged. *Non-productive activities* are those for which this condition does not hold, and include such items as education, leisure and rest.

34. As depicted in figure 4.1, the *SNA production boundary* is more restricted than the *general production boundary*, in that it excludes, among others, unpaid household services (that is, unpaid production of domestic and personal services by a household member for consumption within one household). Such production activities outside the SNA production boundary are defined as *non-economic production*, and comprise items such as cleaning, preparing meals and care of other household members. Production falling within the SNA production boundary is defined as *economic production*. Economic production is a broad concept covering all market production and certain types of non-market production (principally the production of goods for own use). It includes forms of work in both the formal and the informal sector, as well as forms of work inside and outside family settings.

Figure 4.1. Classification of activities in relation to the System of National Accounts (SNA)



35. *Market production* involves activities leading to the production of goods and services which are intended for sale or are sold on the market. *Non-market economic production* refers primarily to the production of goods for own use, and includes common children’s activities such as water and fuel wood collection. Some of the output from market production may be retained for own consumption or capital formation. *Non-economic production* usually involves activities leading to the production of unpaid domestic and personal services primarily for use within the child’s own household.

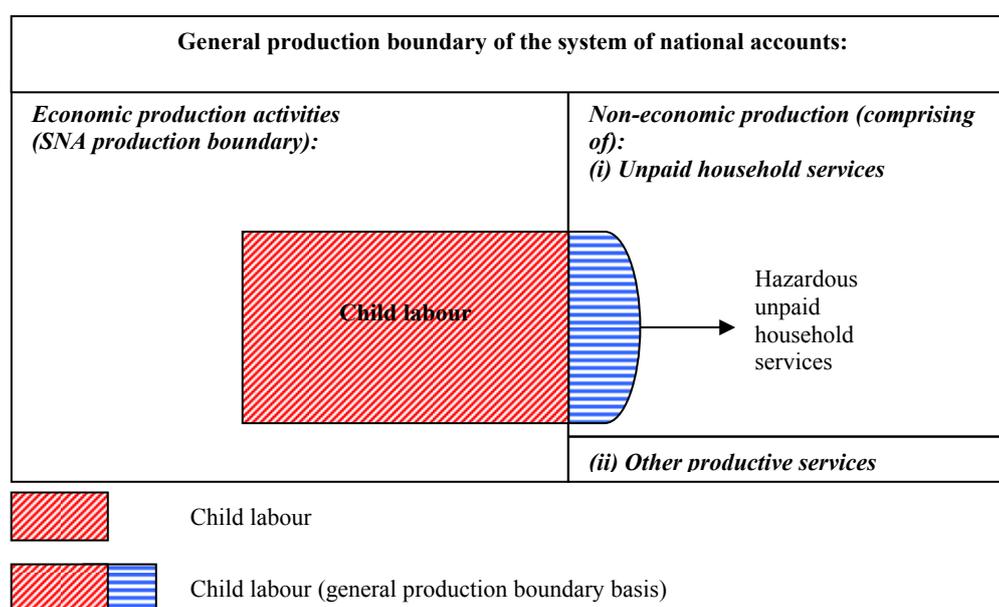
4.2. Child labour measurement framework

36. The broadest concept relating to the measurement of child labour is *children in productive activities*, that is, children engaged in any activity falling within the general production boundary of the System of National Accounts (henceforth referred to as the “*general production boundary*”). This would include *working children* (described in paragraph 37) and, among others, children engaged within their household in *unpaid household services* (that is, unpaid production of domestic and personal services by a household member for consumption within same household), also commonly called “household chores”.

37. The notion of work corresponds to the definition of employment specified in paragraph 9 of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment, adopted by the 13th International Conference of Labour Statisticians (1982). Accordingly, being “at work” covers persons engaged in any activity falling within the production boundary of the System of National Accounts (henceforth referred as the “*SNA production boundary*”) for at least one hour during the reference week. Children thus identified at work are termed *working children*.

38. The approach to child labour measurement by countries is usually anchored in the SNA production boundary, and therefore the concept of economic production provides the main framework for the purpose of child labour measurement. However, there is some support for the view that some activities of children that fall outside the SNA production boundary (unpaid household services, as well as activities such as begging or stealing), might entail conditions that could harm their health, safety or morals, and should therefore also be taken into account when measuring child labour. The proposed measurement framework is presented schematically in figure 4.2.

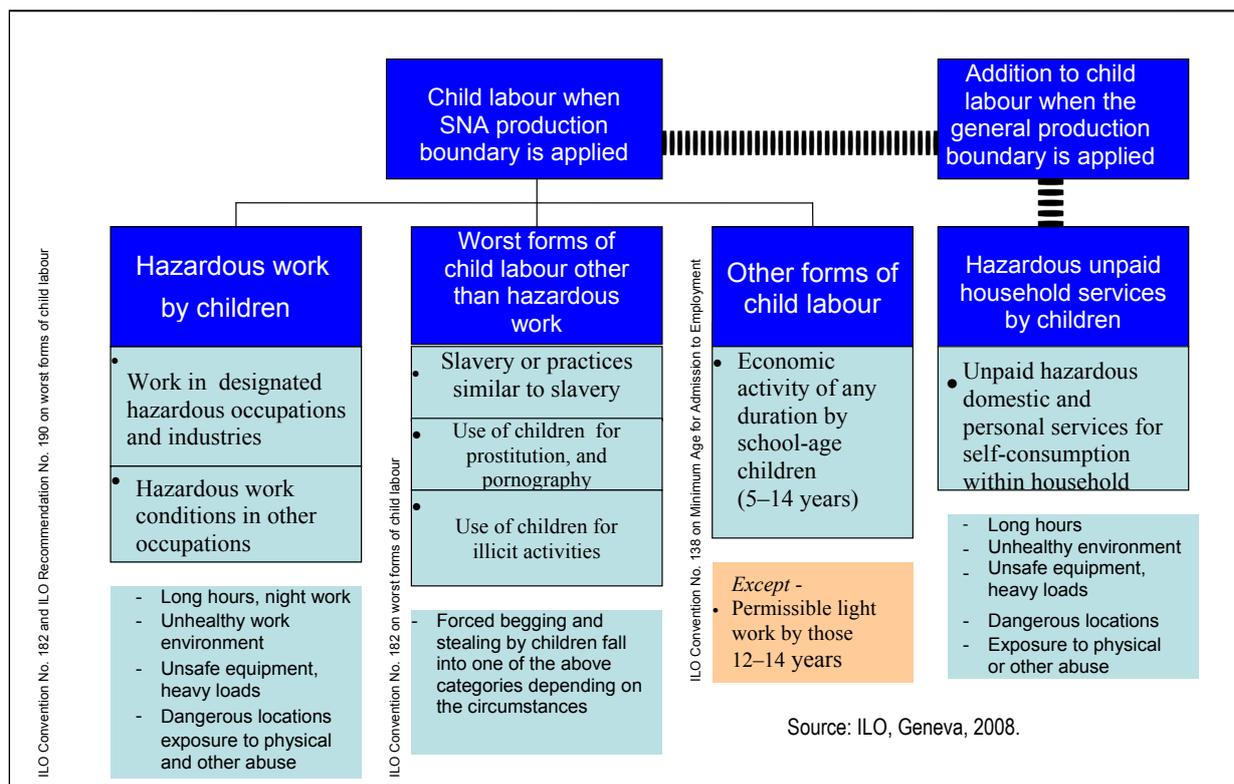
Figure 4.2. Child labour measurement framework



4.3. Composition of child labour

39. Considering the international standards on child labour and the statistical concept of work delineated by the SNA production boundary which is usually applied by countries, it is proposed to define **child labour** for statistical measurement purposes as including all persons aged between 5 and 17 years who during a specified time period were engaged in one or more of the following activities:
- hazardous work;
 - worst forms of child labour other than hazardous work; and
 - other forms of child labour (depending on age of the child and weekly hours worked).
40. If, depending on national policies and circumstances, the general production boundary is used for measuring productive activities by children, child labour would include, in addition to the provisions of paragraph 40 above, *hazardous unpaid household services*. For the sake of clarity, child labour estimated on this basis should be termed “**child labour (general production boundary basis)**”, and in order to facilitate comparison of child labour data across countries, when the general production boundary is applied for child labour measurement purposes, the estimates of child labour in terms of the SNA production boundary and those in hazardous unpaid household services should be shown separately.
41. The composition of child labour as defined for statistical measurement purposes is presented schematically in figure 4.3. The definition and measurement of hazardous work for children is described further in section 7.3 of the present document; that of the worst forms of child labour other than hazardous work by children in section 8.3; and that of permissible light work by teenagers in section 7.4. The extension of child labour measurement to non-economic production, and in particular, unpaid household services (that is, household chores), is described in section 7.2.

Figure 4.3. Composition of child labour for statistical purposes



4.4. Related concepts

42. The terms used for measuring the adult labour force,¹ when applying directly to child labour measurement, must be reviewed with care. The concept of an unemployed person, for instance, is inappropriate in the context of children, since persons below the minimum age of work cannot be legally employed or be considered to be available for employment. Following from this, the concepts of “economically active population”, “usually active population” and “currently active population” (that is, labour force) require caution when applied to children, in that they encompass both employed and unemployed persons. Standard industrial and occupational classifications developed with the adult labour force in mind might be inadequate at times to capture with precision the complete range of children’s production activities. In such instances, approximations would have to be used judiciously, especially (as will be observed in section 6) in the task of translating the list of prohibited hazardous work by children into the standard industrial and occupational classifications.
43. These concerns point to the need for a statistical language for child labour measurement different from that used in measuring the adult labour force. *Working children* (those children engaged in any activity falling within the SNA production boundary) might be a better term than “economically active”, to which “currently” and “usually” could be added to reflect the length of the reference period. Reference periods, in turn, are relevant in the light of the fact that many forms of children’s economic production are seasonal in nature. The term *children in non-economic production* could be used for those who engage in unpaid household services. *Children seeking work* could be applied to reflect children not at work in economic production, but who want to work, and thus, a group at risk of becoming child labourers.
44. Terms are also needed to reflect how children’s time is divided between production (and in particular economic production) and schooling. The term *students in economic production* might be used to reflect children combining only economic production with schooling, and *non-students in economic production* might be used to reflect children only at work in economic production without attending school or performing non-economic activities. There may also be a category of *idle children* who are neither attending school nor engaged in economic or non-economic production. Moreover, the possibility of *non-students engaged in only non-economic production* should be taken into account, while there could also be a category of *children who only attend school*. Child groups could also consist of *students doing both economic and non-economic production*, and of *non-students in both economic and non-economic production*.
45. A more detailed discussion of the statistics that should be collected under a national child labour statistical programme to facilitate appraisal and analysis of the child labour situation is provided in section 8 of this report.

¹ As reflected in, inter alia, the resolution concerning statistics of the economically active population, employment, unemployment and underemployment, adopted by the 13th ICLS (October 1982).

5. Identification of child labour for statistical measurement purposes

46. The principal objective of child labour statistics is to provide reliable, comprehensive and timely data on the nature and extent of child labour to serve as a basis for determining priorities for national action for the abolition of child labour, in particular for the prohibition and elimination of its worst forms. This section reviews some of the key issues regarding the concept of work for measuring child labour, and the analysis of its results for understanding the phenomenon and meeting the policy concerns.

5.1. General considerations

47. Countries should develop an adequate programme of statistics on child labour within the broad framework of the international legal standards detailed above. Particular reference should be made to the ILO's Worst Forms of Child Labour Recommendation, 1999 (No. 190), Paragraph 5, which specifies, inter alia, that:

- (1) Detailed information and statistical data on the nature and extent of child labour should be compiled and kept up to date to serve as a basis for determining priorities for national action for the abolition of child labour, in particular for the prohibition and elimination of its worst forms as a matter of urgency.
- (2) As far as possible, such information and statistical data should include data disaggregated by sex, age group, occupation, branch of economic activity, status in employment, school attendance and geographical location. ...

48. A national programme of statistics on child labour should inform national deliberations concerning the forms of children's work and employment that are covered by national laws on child labour, targeted and prioritized in action programmes, and monitored against progress benchmarks. A child labour statistics programme should also help improve understanding of the array of factors underlying the child labour phenomenon and guide the design of policies and programmes addressing them. Some of the core elements needed in a national statistical programme for (a) identifying child labour and (b) diagnosing its causes and consequences are discussed below. Methodological issues with regard to collecting data for these indicators are examined in section 9.

5.2. Identifying child labour

49. The identification of child labour within a given national setting is by no means straightforward. International legal standards accord national legislators (in conjunction with national organizations of employers and workers) considerable flexibility in setting precise standards and cut-off points for determining which forms of children's work and employment should constitute child labour for eventual elimination. Informed decisions on these matters by the competent authority require comprehensive and reliable statistical data on child labour. The effective targeting and prioritizing of policy interventions relating to child labour, and the proper monitoring of their impact, also depend on adequate child labour statistics.

50. A national statistical programme on child labour has an important role in generating statistical information on child labour for all of these purposes. Deriving from the previous discussion on legal concepts, particularly important in this context is information on the "nature" of work children perform, on the "circumstances" under which they perform this work, and on how work might "harm" health and development. Indicators relating to the

nature of work, circumstances and harm therefore should be core elements of a national statistical programme on child labour. A statistical programme should also provide baseline information on the reference child population engaged in what Convention No. 138 terms “employment or work”. General guidelines and considerations for collecting statistics relating to each of these core elements are presented below.

5.2.1. Involvement in employment or work

- 51.** A basic tenet of national statistical programmes is the need to maintain consistency among the different bodies of statistics as far as possible. It is therefore common practice to define work for the measurement of employment consistently with the concept of economic production in the system of national accounts. As detailed earlier, economic production includes all market production and non-market economic production as defined by the SNA production boundary.
- 52.** In the case of children, as mentioned earlier, depending on national policies and circumstances, it might become necessary in some cases to extend the concept of productive activities by applying the general production boundary of the System of National Accounts so as to include activities that are not considered as economic production. The underlying reason is a growing body of empirical evidence suggesting that some of these activities, mainly unpaid household services by children in their own household for own-consumption by household members, absorb a considerable amount of children’s time and can interfere with their rights to education and leisure. Concern has also been expressed that the exclusion of such non-economic production – principally the domain of girls in most societies – may result in gender biases in child labour estimates.
- 53.** As with other forms of children’s production, decisions as to whether non-economic production should be regarded as child labour rests with national authorities. In order to inform such decisions, it is therefore worth extending national statistical programmes on child labour to include data collection on the common non-economic production activities of children. The data on the types of non-economic production activities and the time spent weekly on these should, however, be compiled separately.
- 54.** In measuring child labour, the activities covered should be measured at the lowest feasible time unit, generally one hour if the reference period for measurement is short (such as a day or week). This approach would be in line with the international definition of employment, where one hour of work during the reference period is used for classifying a person at work. Children who are normally involved in work-related activities but were temporarily absent from those activities during the reference period (owing to illness, vacation, and so on) should also be identified and classified appropriately. Similarly, children seeking work should be identified and classified separately as a group that is at risk of child labour.
- 55.** National statistical programmes measuring children’s activities might use a one-week reference period or a 12-month reference period, adapting the concepts of “currently active population” and “usually active population” used in measuring the adult labour force to account for the seasonal nature of many forms of children’s economic production.
- 56.** The division of children’s time between economic production and school is also of interest in child labour measurement. National statistical programmes in this context should consider data collection in sufficient detail to allow compilation of statistics that distinguish *students* at work from *non-students* at work. Statistical programmes might also consider reporting on children who are in neither activity, another group at particular risk of becoming child labourers.

5.2.2. Nature of work

57. A detailed breakdown of children's production by its various defining features is necessary for an understanding of the nature of children's production activities as well as locating where these children are found in the economy. A number of broad distinctions are useful in this context for national statistical programmes on child labour. Within economic production, distinctions by industry based on the International Standard Industrial Classification of All Economic Activities (ISIC Rev.3) and by occupation based on the International Standard Classification of Occupations (ISCO-88 and ISCO-08) provide a standardized picture of the nature of children's involvement in the measured economy. Information on occupations and industries should be collected, wherever possible at the 4-digit level, in order to offer more detail on the specific nature of children's work. A distinction by status in employment (that is, employee/wage earner, own-account worker, employer, member of producers' cooperative, unpaid family worker, persons not classifiable by status) can offer additional insight into how children's economic production is carried out.
58. Clearly distinguishing children's non-market production falling within the SNA production boundary is also important for national statistical programmes on child labour. Although the dividing line is often thin, many common forms of children's non-market production (for example, own-account water collection, fetching fuel wood, flour milling, bottling, dressmaking and tailoring, production of baskets and mats, or the preservation of meat and fish) technically fall within the SNA production boundary and therefore constitute economic production by nature. Statistical programmes should collect complete information on these non-market production activities as well, to prevent underestimation of children's involvement in economic production.

5.2.3. Circumstances of work

59. Statistics on circumstances of work across occupations and industries are especially needed for the identification of hazardous forms of work. Recommendation No. 190, even though intended to guide the national legal determination of what should be prohibited for under-18s as hazardous work, offers useful guidance to national statistical programmes in this context. Paragraph 3 of the Recommendation calls for particular consideration to be given to the following circumstances:
- (a) work which exposes children to physical, psychological or sexual abuse;
 - (b) work underground, under water, at dangerous heights or in confined spaces;
 - (c) work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads;
 - (d) work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health; and
 - (e) work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.
60. National statistical programmes could consider collecting information on those elements in the Recommendation No. 190, Paragraph 3, and other work conditions that are identified nationally as potentially hazardous.

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61. National statistical programmes should also collect detailed information on working hours as an important proxy for the potential harmfulness of work. While limited light work is not necessarily detrimental to a child's health and need not interfere with formal education, long working hours, on the other hand, are likely to have more serious health and developmental consequences on the child. Long hours mean greater exposure to workplace hazards and less time available for children to exercise their rights to education and leisure.
 62. Information of child labour in the worst forms of child labour other than hazardous work¹ is an especially important, and especially challenging, component of a national statistical programme on child labour. These forms of child labour constitute fundamental violations of human rights, and obtaining information to facilitate their elimination is therefore an immediate priority. Standard household survey methodologies, however, are often ill-suited to capturing these forms of child labour, as households may be reluctant to report the involvement of their children in them, even when they are aware of this involvement and their children still belong to the household. Their identification therefore requires additional data collection approaches, as is explained in section 9.

5.2.4. Negative consequences of work

63. Information on actual harm to children caused by work is needed to help identify hazardous forms of work and the boundaries of light work. National statistical programmes on child labour in this context should collect information on the impact of work both on health and safety and in terms of educational implications (the relevant international legal standards also mention spiritual, moral or social development outcomes, but these are beyond the realm of empirical measure with current tools).
64. Reports of work-related ill-health and injury are one common measure of the impact on health. But the relationship between children's work and health is complex and often difficult to discern empirically, and this and other similar indicators are at best imperfect. The negative impact of children's work on health, for example, may be obscured by the selection of the healthiest children for work. Health perceptions may also differ from one population group to another, and levels of reported illness among working children and non-working children may be affected by different levels of consciousness of illness. Much of the relationship between child health and work is dynamic (that is, current health is affected by past as much as present work, and current work affects future as much as present health), a fact not captured by measuring reported illness over a short period. This is an area where further methodological work is required.²
65. Measuring educational impact is especially relevant in the context of Convention No. 138 stipulations relating to light work, which state that this work should not "prejudice attendance at school" or children's "capacity to benefit from the instruction received", and in the context of the UNCRC, which calls for protection of children from work that "interferes with their education". Numerous standard education indicators (for example, late entry, attendance, repetition and drop-out rates, as well as educational attainment) can be used to afford an insight into the impact of work on children's ability to enrol and survive in the school system. More specialized indicators from school-based surveys can

¹ That is, all forms of slavery or practices similar to slavery; the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; and the use, procuring or offering of a child for illicit activities and armed conflict.

² For a more complete discussion of measurement issues around child labour and health, see: O. O'Donnell, F. Rosati and E. Van Doorslaer: *Child labour and health: Evidence and research issues*, UCW Working Paper (Florence, Jan. 2002).

provide further information on the special challenges faced by working students (for example, attendance regularity, rate of tardiness, test scores, homework completion and after-hours study).

66. Table 5.1 presents suggested core indicators relating to the reference population of working children and to the nature, circumstances and harmfulness of work. They are elements that are needed in a national statistical programme on child labour to guide national deliberations on what constitutes child labour and, on this basis, to construct country-specific estimates of child labour prevalence and its distribution across regions, industries and occupations.

**Table 5.1. A national statistical programme on child labour:
Core indicators for identifying child labour**

Reference child population in work or employment	Core statistical indicators for identifying child labour		
	Nature of work	Circumstances of work	Harmful consequences of work
1. Economic production: – one-week reference period, various work-time thresholds – 12-month reference period – student/ non-student	1. Economic production [can be measured]: – market (4-digit occupation and industry classifications, status in employment) – non-market (4-digit occupation and industry classifications, status in employment)	1. Working hours 2. Exposure to physical, psychological or sexual abuse 3. Work underground, under water, at dangerous heights and in confined spaces 4. Work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads	1. Work-related injury and illness 2. Rate of late entry 3. Attendance rate 4. Repetition rate 5. Drop-out rate
2. Non-economic production: – one-week reference period, various work-time thresholds	2. Non-economic production (principal activities) [can be measured] 3. Worst forms other than hazardous work [can only partly be measured with known statistical methods]: – all forms of slavery or practices similar to slavery – the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances – the use, procuring or offering of a child for illicit activities	5. Work in an unhealthy environment (exposure to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to the child's health) 6. Work under particularly difficult conditions (long hours or during the night, or work where the child is unreasonably confined to the premises of the employer)	6. Education attainment 7. Learning achievement

5.3. Analysing child labour

67. Of particular relevance for purposes of analysis and policy design are indicators of the underlying causes of child labour. As most children (excluding those who live on their own) exercise little control over the use of their time, determining why children work requires investigating why parents choose to engage their children in work rather than sending them to school or leaving them idle at home. This, in turn, calls for information on the wide variety of child-, household- and community-related factors known to influence parents' decisions. Table 5.2 presents core indicators in this regard. The range of suggested variables underscores the fact that child labour is a complex phenomenon that cuts across policy boundaries; education, labour markets, capital markets, social security and income distribution all play an important role. A national programme of statistics therefore requires the collection of information in all these areas.

**Table 5.2. A national statistical programme on child labour:
Core indicators for analysing child labour**

Child-related factors	Household-related factors	Community-related factors
1. Age	1. Residence	1. Access to early childhood education facility
2. Sex	2. Geographical location	2. Proximity to first- and second-level schooling facilities
3. Birth order	3. Education attainment of parents	3. Access to water, electricity and other basic services
4. Ethnic group (optional)	4. Household income/expenditure level	4. School quality
5. Relation to head of household	5. Employment status of head of household	5. Teacher/student ratios
6. Orphan status	6. Female-headed household	6. Presence of female teachers
7. Refugee status	7. Household composition/size	7. School–parent associations
8. School attendance status	8. Access to credit	8. Out-of-pocket schooling costs
	9. Access to health insurance	9. Youth employment market
	10. Exposure to social shocks	
	11. Landownership	

6. ILO global estimation of child labour

68. National statistical standards have to respond to the need of national users who wish to obtain information on the nationally prohibited forms and situations of child labour. Meanwhile, there is also the desire of the global community to measure international child labour trends and seek comparability of data between different countries, and also over time. It is necessary for this purpose to have a set of criteria and cut-offs independent of the differences in national legal rules.
69. The approach adopted by the ILO in its published global estimates of child labour offers one potential way forward in this regard. National statistical programmes might collect data on child labour following this approach for the purposes of global comparison, where necessary in conjunction with a separate national estimate consistent with the outcome of national deliberations (framed within international legal standards) as to what constitutes child labour for national statistical and legislative purposes. The ILO global statistical measure of child labour is described briefly below.
70. The ILO approach to child labour measurement for global comparative purposes is based on the application of multiple layers of filters to the broader concept of total production activities of children in the relevant age group as summarized in tables 6.1 and 6.2. As shown in table 6.1, first the excluded forms of work (column 1) are identified, namely, non-economic production (mainly, unpaid household services in the context of children). Then, light work (column 2) is identified as economic production (that is, activities included in the SNA production boundary) for less than 14 hours per week, and excluded from the scope of child labour. Next, other forms of work not designated as hazardous that are excluded from consideration (column 3) are identified as economic production performed for at least 14 hours per week but less than 43 hours per week. Subsequently, hazardous and other worst forms of child labour (column 4) are identified. These are (i) hazardous work in industries and occupations designated as hazardous; (ii) 43 or more hours per week in industries and occupations not designated as hazardous; and (iii) the worst forms of child labour other than hazardous work.
71. These categories interact with age ranges in establishing the boundaries for child labour, as discussed above. For children in the “youngest” age range, child labour is taken as all production activity except the excluded forms. For children in the middle age range, child labour is taken as all production activities except the excluded forms and “light” work. Among older children, child labour is taken as hazardous and other worst forms. The age ranges used, based on ILO Convention No. 138, are 5–11 years, 12–14 years and 15–17 years.¹
72. With regard to tables 6.1 and 6.2, two issues require attention. In the first place, the estimate of children in the worst forms of child labour other than hazardous work (that is, trafficked children, forced and bonded child labour, commercial sexual exploitation of children, and use of children for illicit activities in column 2(b) of table 6.1 can be only approximate, as robust methodologies in this area await development. Secondly, since

¹ The lower age threshold of five years is used on the assumption that a child below this age is unlikely to have a sufficient understanding of his or her actions and is too young to be engaged in work (although there could be cases of exploitation and abuse) or to start schooling. The cut-off of 12 years for light work is consistent with the minimum age for light work permitted in less-developed countries. The cut-off of 15 years corresponds to the general minimum age for work or employment specified in Convention No. 138 (although less developed countries may also in this case specify a lower general minimum age of 14 years).

national lists of designated hazardous industries and occupations differ, the indicator used to arrive at global estimates of children in hazardous work is the observed overlap among the lists and stipulations concerning hazardous work by children that are provided by the national legislative frameworks, which are assumed to constitute a “core” or “minimal” list of hazardous work prohibited for children.

**Table 6.1. Measurement of child labour for global comparative purposes:
The ILO approach**

Age group		Children’s work and employment				
		(1) Work not designated as hazardous			(2) Worst forms of child labour (WFCL)	
		(1a) Excluded forms of work	(1b) Light work	(1c) Other forms of work not designated as hazardous	(2a) Hazardous work	(2b) WFCL other than hazardous work
Children below minimum age specified for light work	Children aged 5–11 years	Non-economic production (mainly, unpaid household services)			Hazardous work (in industries and occupations designated as hazardous, 43 or more hours per week in industries and occupations not designated as hazardous)	Trafficked children, forced and bonded child labour, commercial sexual exploitation of children, use of children for illicit activities
Children within the age range specified for light work	Children aged 12–14 years	Work not designated as hazardous in activities included in the SNA production boundary performed for <i>less than</i> 14 hours per week				
Children at or above the general minimum working age	Children aged 15–17 years	Work not designated as hazardous in activities included in the SNA production boundary performed for 14 or more hours per week, but <i>less than</i> 43 hours per week				

**Table 6.2. Measurement of child labour for global comparative purposes:
The ILO approach**

Child labour							
(a) Children aged 5–11 years in economic activity		(b) Children aged 12–14 years in economic activity, <i>excluding</i> those in light economic activity		(c) Children aged 15–17 years in hazardous work and worst forms of child labour other than hazardous work		(a)+(b)+(c) Total in child labour, 5–17 years	
Percentage of total age group	Number	Percentage of total age group	Number	Percentage of total age group	Number	Percentage of total age group	Number

73. The issue of identifying hazardous work done by children is discussed in greater detail in the next section on measurement issues (subsection 7.3). The remaining part of this section describes the methodology for the ILO's global estimation of hazardous work by children.² It involves again the application of multiple layers of filters to the broader concept of working children in the relevant age group (under 18 years of age). It includes as well a procedure for the specification of designated hazardous industries and occupations, and other circumstances to be regarded as constituting hazardous work by children, in particular, an upper time threshold in excess of which even permissible work by children in industries and occupations not designated as hazardous would nonetheless be categorized as hazardous. The method is as follows:

- (i) First, all children economically active within designated hazardous industries with reference to the International Standard Industrial Classification of All Economic Activities (ISIC) – namely, mining or construction – are counted as children engaged in hazardous work.
- (ii) Second, among the economically active children in non-designated industries, those who are in designated hazardous occupations with reference to the International Standard Classification of Occupations (ISCO) are likewise counted as children in hazardous work.
- (iii) Third, among the economically active children in non-designated occupations in non-designated industries, those who have worked more than a certain threshold number of working hours (43 hours per week)³ are also added to the number of children in hazardous work.

74. The above procedure could be refined by national statistical offices, should the available data permit, by including additional filters. For instance, the number of children in hazardous work could include economically active children working less than the threshold hours in non-designated occupations in non-designated industries, where their work comprises *night work* (which needs to be defined by national legislation) or where it is possible from answers to the questionnaires used to classify their *working conditions* as hazardous (for example, extremely hot, very noisy, or unhealthy).

² ILO: *Global child labour trends 2000 to 2004*, (Geneva, April 2006). Annex 3 of this publication contains (i) a list of hazardous occupations and processes in national legislation applied for deriving the ILO global estimates, shown in table 7.3 in section 7 of this report, as well as (ii) a list of hazardous agents and products, and a list of hazards relating to the physical environment that are subject to legal prohibition in some countries, shown in tables 7.4 and 7.5, respectively.

³ The 43-hour threshold for weekly hours of work used in the ILO global estimate methodology is set above the mid-point of normal hours of work stipulated in national legislations, mostly in the range of 40 to 44.

7. Measurement issues in child labour statistics

75. Translating the broad legal concepts contained in the international legal standards into statistical terms involves confronting a number of specific challenges. The most important of these challenges, and possible ways of tackling them through different measurement approaches, are explained below.

7.1. Treatment of non-market economic production

76. A few national statistical programmes either do not collect information on common forms of children’s non-market economic production (such as fetching water and fuel wood), or collect this information only as part of an aggregate category on “unpaid household services/household chores” that spans the SNA production boundary. The exclusion of these activities from consideration as part of economic production leads to an underestimation of children’s involvement in economic production and, concomitantly, in child labour. Such national statistical programmes should therefore consider revising their data collection instruments to ensure an accurate distinction between non-market economic production and non-economic production.

7.2. Treatment of non-economic production

77. The treatment of non-economic production, particularly of unpaid household services (that is, domestic and personal services by children for consumption within the same household – also called household chores), has received considerable attention in the debate concerning child labour measurement. International labour standards do not a priori rule out any form of production activity, raising the question of whether non-economic production should be considered in child labour measurement and, if so, how it should be treated vis-à-vis economic production. There are both arguments for and against the inclusion of non-economic production as part of child labour measurement.

78. Supporters of a wider definition of child labour that includes non-economic production such as unpaid household services argue that adhering to the narrower definition of child labour as a subset of activities under the SNA production boundary carries the risk of gender bias in the data. The reason is that children’s non-economic activities (excluding schooling) can take different forms, but a large proportion of such activities is accounted for by domestic or personal services that are unpaid and provided by household members within the household, such as housekeeping activities (cleaning, decorating, preparing and serving meals) and caring for children, invalids or old people in their own homes. Typically, girls bear a larger share of these tasks than do boys, particularly in low-income developing countries, so that the number of female children who are deprived of schooling because of the time they devote to non-school activities is likely to be undercounted in the more restrictive approach.

79. It is also contended that the vast majority of children perform unpaid household services at least a few hours per week. Involvement in such domestic services for several hours may have a direct bearing on child welfare, given the fact that long hours spent on household duties may conflict with formal education as much as working in the fields or helping in the family enterprise. For instance, in the case of girls, hours devoted to unpaid household services may be longer than the time that a boy may spend engaged in activities under the SNA production boundary. Thus, economic production and household chores have a

common theme in that they both cause children to stay away from the studies, games and leisure to which they should be entitled.

- 80.** These arguments are countered by other factors which argue against the inclusion of non-economic production in the measurement of child labour. One difficulty is that a large proportion of children may be devoting time to both economic and non-economic activities, but combining economic activity with non-economic activities into a standard measurement of children's work so as to develop an equivalence scale between the two would call for a great deal of further research. Another issue is the fact that while different types of economic activity may be measured in terms of some notional standard value of production and then compared, for non-economic activities the only possible standardized measure would be based on time use. Comparisons based on time are, however, difficult to establish, as the intensity of effort in a standard time unit among different activities and children (even of the same age and sex) would show large variations.
- 81.** While there is some empirical evidence that children's non-market activities can, at times, interfere with their right to education and leisure, there are, at the same time, important differences between economic and non-economic production in terms of their composition, intensity and, above all, impact.¹ Data from household survey programmes on child labour indicate that children's involvement in economic production is typically less common than in non-economic production, but that economic production is generally performed more intensely and with greater apparent consequences for their health, safety and education. Child involvement in non-economic production, on the other hand, is much more common, but generally performed less intensely and with fewer apparent adverse effects on health and safety. On the assumption that it is the intensity rather than the nature of non-economic production that is the main determinant of its impact on schooling, UNICEF has applied a work-time threshold of 28 hours per week spent in performing household chores, in excess of which the work is considered to be "child labour" under its Multiple Indicator Cluster Surveys (MICS) programme.²
- 82.** Nonetheless, child labour surveys have revealed that engagement in unpaid household services absorbs a considerable amount of children's time.³ National statistical programmes may therefore wish to consider collecting information on the weekly hours spent by children in non-economic production in order to assess its possible effect on schooling. If it is decided to include unpaid household services and, in general, non-economic production within the scope of children's activities for the purpose of measuring child labour, it is important (as mentioned earlier) to classify these activities separately and use distinct terminologies in order to avoid confusion between the concepts.
- 83.** The term "*child labour*" should therefore generally be applied when the scope of activities by children relevant to its determination is limited to economic production following the SNA production boundary. To indicate that the range of children's activities for measuring child labour is wider and includes also unpaid household services, for the purpose of

¹ See, for example, ILO: *Children's non-market activities and child labour measurement: A discussion based on household survey data* (Geneva, 2007).

² See www.childinfo.org. However, the empirical analysis to support such a threshold is not robust.

³ At the 16th ICLS in 1998, the concepts, definitions, measurements and classifications of child labour were discussed in depth. The Conference recommended that work of a domestic nature (housekeeping, household chores), performed by children in their own parents' or guardians' household where they actually reside, should be included in the mapping of children's schooling and non-schooling activities, and that this category should be tabulated separately from children engaged in economic activity. See www.ilo.org/public/english/bureau/stat/download/16thicls/reconf.pdf.

clarity, the term “*child labour (general production boundary basis)*” may be used, following the scope of productive activities under the general production boundary.

- 84.** Rules have also to be established on the type of non-economic production and, in particular, the type of unpaid household services that should constitute “*child labour (general production boundary basis)*”. In principle, not only the duration of the activities should matter, but other aspects of household chores, such as the circumstances under which they are performed, should also be considered. It is proposed, in that context, to borrow the notion of hazardous work conditions formulated in the context of the worst forms of child labour and apply it to unpaid household services. Thus, *hazardous unpaid household services* may be defined as those conducted under hazardous conditions, formulated in a way similar to the case of hazardous work conditions, that is, domestic tasks of long duration, in an unhealthy environment, involving unsafe equipment or heavy loads, in dangerous locations, and those exposing the child to physical or other abuses.
- 85.** A related issue is the nature of the relationship between hazardous work and hazardous unpaid household services in measurement. When hazard is reflected by long hours spent in a particular set of activities, table 7.1 illustrates the point with two cases. Both refer to the situation of a child engaged for “a” hours in economic production activities and for “b” hours in unpaid household services in his or her own home. In case 1, the number of hours of economic production activities is more than the specified threshold for defining hazardous work by children (t_w); hence the child is classified as being in *child labour*. However, the number of additional hours spent in unpaid household services is below the threshold for total hours of economic production activities and unpaid household services (t_{hs}); the child is therefore not classified as being in “*child labour (general production boundary basis)*”. In case 2, the number of hours of economic production activities is less than the threshold for hazardous work, but when added to the number of hours spent in unpaid household services, the total exceeds the threshold specified for defining hazardous unpaid household services by children (t_{hs}); hence the child in this case is classified as being in “*child labour (general production boundary basis)*” but not in *child labour*.

Table 7.1. Relationship between duration of engagement in economic production and duration of engagement in unpaid household services

Case	Activity	Hours	Threshold	Comparison	Child labour	Child labour (general production boundary basis)
1.	Activities included in the SNA production boundary	a	t_w	$a > t_w$	Yes	No
	Unpaid household services	b	–	–		
	Total	a + b	t_{hs}	$a + b < t_{hs}$		
2.	Activities included in the SNA production boundary	a	t_w	$a \leq t_w$	No	Yes
	Unpaid household services	b	–	–		
	Total	a + b	t_{hs}	$a + b > t_{hs}$		

- 86.** The point is that the time threshold for defining unpaid hazardous household services (t_{hs}) should be applied to the total number of hours engaged in either unpaid household services or in economic production activities [a+b]; it should not be applied to unpaid household services alone (unless, of course, the number of hours engaged in economic production activities is zero).

87. It should be stated that when adding hours of economic production activities and hours of unpaid household services, the summation may be a simple arithmetic sum as in table 7.1 above, or a weighted sum where the hours of engagement in economic production gets a weighting 1 and unpaid household services a lower weighting depending on the equivalence scale which the national statistical office may wish to establish between the two sets of activities (for example, two hours of unpaid household services at home may be deemed to be equivalent to one hour of economic production activities, thus giving in effect a weighting of 0.5 to unpaid household chores).

88. Table 7.2 illustrates the relationship between hazardous work and hazardous unpaid household services in situations where the hazard is not the duration of the activity. Case 1 refers to a child working a few hours a week in a job involving handling heavy loads on a regular basis. Case 2 refers to a child not engaged in outside work but often required to cook for household members at home using an old, unsafe kerosene stove, and thus exposed to the risk of severe burns. According to the classification proposed in the table, the first child is in *child labour*, but not in *child labour (general production boundary basis)*; by contrast, the second child is not in *child labour*, but in *child labour (general production boundary basis)* because of the hazardous unpaid household services performed.

Table 7.2. Relationship between hazardous work and hazardous unpaid household services

Case	Activity	Hazard type	Child labour	Child labour (general production boundary basis)
1.	Activities included in the SNA production boundary	(a) Carrying heavy loads at work	Yes	No
	Unpaid household services	–		
2.	Activities included in the SNA production boundary	–	No	Yes
	Unpaid household services	(b) Cooking at home with unsafe appliances		

7.3. Identification of hazardous work by children

89. Data on hazardous work by children form an essential part of child labour statistics, especially for data users who wish to prioritize action against child labour by focusing on the worst forms of child labour.

90. According to Convention No. 138 (Article 3, paragraph 1), the minimum age for admission to any type of employment or work which by its nature or the circumstances in which it is carried out is likely to jeopardize the health, safety or morals of young persons shall not be less than 18 years.⁴ As to Convention No. 182, Article 3(d) defines as one of the worst

⁴ Convention No. 138, in Article 3, para. 3, stipulates that, under certain strict conditions, employment or work from the age of 16 years may exceptionally be authorized “on condition that the health, safety and morals of the young persons concerned are fully protected and that the young persons have received adequate specific instruction or vocational training in the relevant branch of activity”, if the national legislation or competent authority so decides after tripartite consultation. This exception is not a generalized lowering of the minimum age for hazardous work from 18 to 16 years, but rather a response to a need that exists especially in developed countries, where the authorities may wish to allow young workers under protected and controlled circumstances to be

forms of child labour “work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children”, while Article 2 defines the term “child” as being applicable to all persons under the age of 18. This category of work is usually referred to as *hazardous work*. The important point to note is that both Conventions place upon member States the responsibility of determining what types of employment and work should be considered hazardous, after consultation with organizations of employers and workers. Thus, in terms of legal rules concerning the prohibition of hazardous work by children, the international standards expect national legislations to differ one from the other.

91. ILO Recommendation No. 190 supplementing Convention No. 182 suggests a number of elements to be taken into account when determining the legal list of hazardous jobs at the national level.⁵ As a result, most countries now have laws, regulations or some similar official notifications identifying hazardous work from which children under 18 years of age are banned. These legal texts should provide the principal source for national statistical criteria for identifying hazardous work carried out by children.
92. The statistical measurement of hazardous work of children requires an operational definition applicable to different types of data sources. It is proposed that the definition of hazardous work by children should be based on the tasks and duties performed and not on the characteristics of economic units in which the job is performed. What makes work by children hazardous is the nature of the tasks and duties associated with that work or the conditions under which those tasks and duties are conducted. The central element of hazardous work by children is therefore the child’s occupation, as opposed to the industry or branch of economic activity of the place in which that occupation is exercised. The example of the work of a teenager engaged as an office messenger in a mining company could illustrate this point.
93. For national measurement, hazardous work by children may thus be defined as covering all children below the age of 18 years who during the reference period:
 - were engaged in tasks and duties of a hazardous nature even for one hour during the reference period (designated hazardous occupations); or
 - worked long hours under hazardous conditions, for example, long hours of work in tasks and duties which by themselves may or may not have been of a hazardous nature [hazardous work conditions].
94. This formulation of the concept draws attention to the need for adequate descriptions of the tasks and duties of the child and of the conditions under which they are exercised during the specified reference period. It also draws a parallel with the standard definition of employment, featuring the notion of reference period and the one-hour criterion. The accuracy of the measurement of the first part depends on the occupational data available and the level of the occupational classification into which the data are coded. The accuracy of the second part depends on the availability of adequate information for assessing the conditions under which the child is exercising his or her tasks and duties.

trained on the job for tasks or processes listed as hazardous work. Moreover, the option should be limited only to countries where the legal list properly exists and the legal provisions explicitly foresee the exceptional authorization from 16 years of age in accordance with requirements under Convention No. 138. In addition, because the exception depends on conditions of full protection and adequate instruction in advance, much additional information on each situation would be required to assess whether or not those conditions are fulfilled.

⁵ See subsection 5.2.3.

7.3.1. Designated hazardous occupations

95. It is important to distinguish between designated hazardous occupations and other processes which may make hazardous an occupation otherwise designated as non-hazardous. This distinction is important because in national measurement of designated hazardous occupations by children, such occupations may be identified in terms of their codes in the national classification of occupations, while hazardous work processes are not to be coded under the classification of occupations and need a separate statistical treatment.
96. The measurement of hazardous occupations engaged in by children involves two steps: (a) the listing of occupations with high hazard content for children; and (b) the translation of the list into the national standard classification of occupations for statistical purposes.

List of designated hazardous occupations

97. Most countries have legal texts identifying child labour, or more precisely, work from which children are banned either conditionally or unconditionally. These texts should provide the principal source for identifying the national list of designated hazardous occupations banned for children. Where such lists do not exist, they may be constructed using the classification of hazardous occupations and processes of the ILO global estimates.
98. For the purpose of its global estimates, the ILO compiled a list of designated hazardous occupations and processes frequently found in the national legislation of a variety of countries regarding the work of children. The list, reproduced in table 7.3, contains some 42 items, combining occupational titles, economic activities and work processes.

Table 7.3. Hazardous occupations and processes in national legislation*

The following occupations or processes have been documented as exposing children to hazards to an extent that countries have prohibited the admission of children under 18 years of age (or a lower age, where indicated) to these occupations or processes by law:

Work in abattoirs, meat rendering	Work with machinery in motion (operation, cleaning, repairs, etc.)
Work in the aluminium industry (16 years)	Manufacture of matches (16 years)
Work on airport runways	Maritime work
Work with dangerous, wild animals	Mining, quarrying, underground work
Archaeological excavations	Oil prospecting, work in petroleum
Brick manufacture	Work with oxyacetylene blowpipes (16 years)
Cable laying	Work with pedal/crank-operated equipment (16 years)
Care for mentally disturbed persons	Work in salt and brine processes
Carpet weaving (14 years)	Shipbuilding (16 years)
Catering at railway stations (14 years)	Soap manufacture (14 years)
Cinder-picking, clearing ash-pits (14 years)	Work with steam engines and equipment
Work with circular saws, other dangerous cutting machines	Street trades
Work in commercial agriculture	Work in sugar mills
Work in construction, demolition	Work in tanneries
Work in crystal, glass manufacture	Work in textile industries (specific tasks)
Domestic services (16 years)	Operating vehicles
Work in entertainment establishments (night clubs, bars, casinos, circuses, gambling halls)	Underwater work
	Work in water and gas industry
	Work with heavy weights and loads

Excavation work	Welding and smelting of metals, metalworking
Work with fire brigades, gas rescue services	Work at courts, prisons, probation officers
Forestry work	

* ILO/IPEC: Global child labour trends 2000–04, op. cit., Annex 3, p. 50.

99. The ILO also compiled for its global estimates a list of 24 groups of hazardous agents and products that have been subject to legal prohibition in a number of countries, and a short list of hazardous physical environment conditions (respectively, tables 7.4 and 7.5).⁶

Table 7.4. List of hazardous products and agents

Products and agents banned by law in a number of countries as hazardous for child workers:		
Alcohol production, sale	Compressed air/gas	Mercury
Asbestos	Electricity	Paints, solvents,
Benzene	Explosives	Pathogenic agents
Bleaching and chlorine	Fumes, dust, gas, other	Potassium, sodium
Cadmium	Infra-red, ultraviolet rays, etc.	Radioactive substances, etc.
Cement	Lead/zinc metallurgy	Rubber
Chemicals	Manganese	Tar, asphalt, bitumen
Chromium	Marble, stone, gypsum	Tobacco (i.e. <i>bidi</i> making)

Table 7.5. List of physical environment conditions

Physical environment conditions that may be pose hazards for child workers:		
Thermal stress (heat, cold)	Abnormally high or low level of light	Ergonomic hazards
Vibration and noise	Increased or decreased air pressure	Accident hazards
Inadequate ventilation		

Hazard content of occupations

100. In addition to the list of occupations prohibited by legislation, hazardous occupations for children may be identified by detailed analysis of all occupations in terms of their *hazard content*. Four possible methods for determining the hazard content of occupations, alone or in combination, are cited below:

- (i) *Expert group*: A group of experts determines, for each occupation at the highest level of detail, the degree of hazard of the occupation or the conditions in which the occupation would be hazardous for children below 18 years of age.
- (ii) *Textual analysis of task and duties for hazard-related terms*: The description of the tasks and duties of each occupation is analysed for the occurrence and frequency of hazard.

⁶ Based on ILO: *Global child labour trends 2000 to 2004*, op. cit.

(iii) *Statistical analysis of occupations in terms of occupational accidents and diseases:* The rate of accidents and diseases among children aged below 18 years is used as an indicator of the hazard content of the occupation.⁷

(iv) *Special survey of occupations:* The most common occupations engaged in by children are surveyed for their hazard content.

Occupational codes

101. After identifying the hazardous occupations for children, they need to be related to the standard national classification of occupations and their codes must be identified or new codes assigned if necessary. The degree of accuracy of the measurement of hazardous occupations by children depends on the level at which the occupations are coded in the data collection programme.

102. The most recent International Classification of Occupations is ISCO-08, updating ISCO-88.⁸ ISCO-08 groups occupations at four levels of aggregation in a hierarchical order: 10 major groups subdivided into 43 sub-major groups, 130 minor groups and 488 unit groups comprising in most cases a considerable detail regarding occupations. To code ISCO categories for the measurement of hazardous occupations means selecting among the listed occupations those that should be considered hazardous. In this process compromises must be made, as the occupations inside ISCO categories are not necessarily homogenous with respect to their hazard content, especially at the higher level of the classification.

7.3.2. Designated hazardous industries

103. Some forms of hazardous work for children may be measured in terms of designated hazardous industries for children in countries that have prohibited the engagement of children in specific designated industries,⁹ for example, construction, and mining and quarrying. Although the engagement of children in such industries is likely to expose them to risks at work, efforts should be made to gather as much information as practicable on the actual tasks performed by the child in order to determine whether or not the work is hazardous.

7.3.3. Hazardous work conditions

104. All designated hazardous occupations by definition involve performing tasks and duties in hazardous work conditions. But there are also occupations involving non-hazardous tasks and duties which may be made hazardous by different circumstances. For example, the occupation of fisher may be considered non-hazardous, although fishing on the high seas often involves a substantial degree of hazard, especially if the boat is poorly equipped and the workers are young people lacking the physical strength required to hold on to nets.

⁷ See for example: *Child sakadas in Philippines agriculture: Researching injury hazards for working children in the context of international labor standards and United States foreign policy*, by Charita Libao Castro, PhD dissertation, The George Washington University, Washington, DC, May 2007.

⁸ ILO: *International Standard Classification of Occupations, ISCO-88*, <http://laborsta.ilo.org> (click "Classifications").

⁹ United Nations: *International Standard Industrial Classification of All Economic Activities, ISIC-88, Rev.3*, <http://unstats.un.org/unsd> (click "Methods & Classifications").

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- 105.** One element for the identification of hazardous work referred to in ILO Recommendation No. 190 that lends itself to objective measurement is work for long hours. National labour legislation often includes provisions setting an upper time threshold for work by children below a certain age. Above that threshold, even otherwise permissible work in non-designated industries and occupations by children who are above the minimum working age would be categorized as hazardous, and national statistical offices should use the threshold for the statistical identification of “hazardous work”.
- 106.** With regard to the circumstances or conditions in which the work is carried out in a particular setting at a specific instance by the working child, which also have an important bearing on the health and safety of working children, the issue is more complex than one of translating elements into ISIC or ISCO codes or a number of working hours. The collection of data on the hazardous substances, processes and work situations included in this category would have to be based on the inclusion of specific questions in the questionnaires used in household or other surveys. In fact, this is the greatest challenge to the objective measurement of hazardous work, as fixed and quantifiable objective standards for measuring hazardous working conditions do not exist.
- 107.** The challenge will be to develop appropriate survey questions or a checklist for recording observations on the types of hazardous work conditions identified in ILO Recommendation No. 190 along the following lines: ¹⁰

Unhealthy work environment

Work involves exposures to:

- (i) hazardous substances, agents or processes;
- (ii) high temperatures;
- (iii) excessive noise levels or vibration; or
- (iv) other hazardous work conditions, such as abnormally low or high levels of light.

Unsafe equipment or heavy loads

Work involves:

- (i) handling dangerous machinery, equipment or tools;
- (ii) manual handling of heavy loads;
- (iii) transport of heavy loads; or
- (iv) handling other unsafe equipment or loads.

Dangerous work location

Work is mostly carried on:

- (i) underground;

¹⁰ SIMPOC surveys have included certain detailed questions on children’s working conditions in its standard survey tools, particularly in the questionnaire addressed directly to children (www.ilo.org/ipecc/ChildlabourstatisticsSIMPOC/Model%20questionnaires/lang--en/index.htm).

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- (ii) under water (or on the high seas);
 - (iii) at dangerous heights;
 - (iv) in confined spaces;
 - (v) in other difficult locations, including in the open air during day time in hot countries.

Exposure to abuse

Work entails episodes of:

- (i) physical abuse;
- (ii) psychological abuse; or
- (iii) sexual abuse.

7.4. Identification of light work

- 108.** ILO Convention No. 138, in Article 7, stipulates that national laws or regulations may permit the employment or work of persons 13(12) to 15(14) years on light work which is (a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority or their capacity to benefit from the instruction received. Although ILO Convention No. 182, and the accompanying ILO Recommendation No. 190, do not refer to light work in their texts, the exclusion of hazardous work from the concept of light work is obvious from Article 7.
- 109.** In the absence of detailed information on the health impact of work in most contexts, one approach in defining permissible light work would be to use the educational impact of work as the main criterion for distinguishing light work. But even with this simplification, there are different possible ways forward. The most straightforward would be to define the group in non-light work as all children in economic activity *not* attending school; it could, however, be argued that this approach would be too broad in that it would classify all working children not attending school as child labourers, whereas clearly not all would be out of school *because of* work. Moreover, the definition of light work used in Convention No. 138 also excludes work that interferes with children's ability to benefit from classroom instruction, suggesting that the economic activity performed by children attending school should not be excluded altogether from consideration as non-light work. Indeed, empirical evidence from a number of countries indicates that involvement in work has a significant negative effect on student learning achievement.¹¹
- 110.** An alternative approach would be simply to distinguish light from non-light work on the basis of work-time thresholds applied to all working children, regardless of their school

¹¹ In Cambodia, for example, the World Bank, using test score data from a nationally representative survey of primary schools, reported that work had a significant detrimental effect on learning achievement. Estimated models for literacy and numeracy test scores (including children, parental, household and schooling characteristics) indicated that working every day before going to school reduced literacy and numeracy test scores of Cambodian fourth-graders by about nine percentage points in both cases. World Bank: *Cambodia: Quality basic education for all* (Washington, DC, 2005).

attendance status. There are some empirical grounds for this approach, in that research shows that work intensity affects both school attendance and performance, two of the key criteria for light work set out in Convention No. 138. The ILO follows this approach for its global child labour estimates and defines light work as any form of economic production that is performed for less than 14 hours a week that is not hazardous. The 14-hour cut-off point is supported by another ILO Convention, the Minimum Age (Non-Industrial Employment) Convention, 1932 (No. 33), which sets two hours per day, whether school days or holidays, as the maximum for light work from the age of 12 years.¹² If one rest day per week is allowed, a 12-hour cut-off point should be considered instead of 14. Again, this is an area where further research is required, and national statistical programmes should consider collecting detailed information to enable an analysis to be made of the impact of work on school attendance and performance, in order to permit a refinement of statistical criteria concerning light work.

¹² Article 3, para. 1, of the Convention states that “Children over 12 years of age may, outside the hours fixed for school attendance, be employed on light work (a) which is not harmful to their health or normal development; (b) which is not such as to prejudice their attendance at school or their capacity to benefit from the instruction there given; and (c) the duration of which *does not exceed two hours per day on either school days or holidays*, the total number of hours spent at school and on light work in no case to exceed seven per day” (emphasis added).

8. Child labour data collection

8.1. Methodologies for child labour data collection ¹

- 111.** The ILO/IPEC SIMPOC programme has devoted considerable time and resources to developing and improving, through a constant process of research and field implementation (largely in collaboration with national statistical offices), methodologies for child labour data collection through various types of surveys. Two important features regarding child labour data collection should be noted at the outset. First, the experience of ILO/IPEC has revealed the household-based national child labour survey as the child labour data collection methodology most favoured by national statistical offices, as it is capable of providing a comprehensive range of child labour indicators. While most countries that have had a national child labour survey have implemented it as a stand-alone survey, some countries have preferred to anchor it as a module and extension of their labour force surveys. Second, while a reliable estimate of “working children” (including those in hazardous work) for a country may be generated through the household-based national child labour survey, its full “child labour” population per se is more difficult to compile accurately since methodologies for robust estimates of children in some of the unconditional worst forms of child labour are not currently available.
- 112.** Obtaining comprehensive child labour data may involve combining two or more data collection approaches in a complementary way, depending on the purpose for which the information is required: household-based surveys, baseline surveys, ² establishment surveys, rapid assessment studies, ³ street children surveys, school surveys, and community level inquiries. The survey methodologies are not mutually exclusive, and can be quantitative, qualitative or a combination of both. The choice of which method(s) to apply depends on the objectives and purpose of the survey, the type of child labour to be investigated, the level of accuracy and reporting detail required, and the available budget. It is also useful to take into consideration the kind of information to be gathered (quantitative data for estimating the prevalence of child labour, or qualitative information to understand the nature, causes and consequences of a specific worst form of child labour). In fact, an essential element of statistical planning is the choice of an appropriate combination of data collection instruments to meet both the measurement objectives and the data needs of a given situation.
- 113.** Given the nature of child labour, qualitative methods remain an important investigation approach. They facilitate information gathering on the working and living circumstances of children by means of discussions and interviews in a quick and simplified way within clearly defined geographical areas such as small communities, towns, villages or urban areas. Qualitative methods use semi structured questionnaires or none at all, in depth interviews and conversations, careful and attentive observation, and background

¹ For a comprehensive presentation of the various child labour data collection methods listed in this subsection, see ILO: *Child labour statistics: Manual on methodologies for data collection through surveys*, Geneva, Mar. 2004. The publication is also available on the ILO/IPEC web site www.ilo.org/ippecinfo/product/viewProduct.do?productId=141.

² Some researchers prefer to use the term “baseline study” rather than “baseline survey”. However, both imply the same data collection procedures and the terms are used interchangeably.

³ Some researchers prefer to use the term “rapid assessment procedures” rather than “rapid assessment studies”. Both, however, imply the same data collection and analysis methods.

information derived from a variety of sources such as survey findings, reports, case studies, key informants or knowledgeable persons. Their scope is therefore limited to the area(s) where the survey has been conducted and its output is primarily descriptive. Although qualitative methods may provide some numerical data, the nature of the survey methodology used means that these cannot be extrapolated to larger populations.

114. Quantitative approaches, on the other hand, allow the application of known statistical methods for making reliable estimates about a larger population (at the national, regional or sectoral level). Such estimates are critical for informed policy-making to combat child labour. To fill in a significant lacuna in child labour statistics, a major ongoing research initiative of ILO/IPEC is to develop robust quantitative methodologies for making national-level estimates of children in the worst forms of child labour other than hazardous work.
115. Another important factor in the context of child labour is the fact that, owing to gaps in the availability of desired data, statistics from one source may sometimes be used to supplement information from another source. However, statistics derived from one source can be usefully linked or compared with those derived from another source only if proper care is taken to match concepts, definitions, classifications and reference periods, wherever possible.
116. Brief details on the different possible child labour data collection methodologies are given below. For each survey method, complete details of the field application procedures together with sample questionnaires are provided in the ILO/IPEC manual on child labour statistics.⁴

8.1.1. Household-based survey

117. With the exceptions of a few special child labour categories (such as children living on the street or in institutions), household surveys based on probability sampling provide an efficient approach for estimating the prevalence of particular forms of child labour. The household-based *national child labour survey* (NCLS) also makes it possible to ask a large number of questions related to child labour conditions, and the experience of ILO/IPEC has shown that, in collaboration with the national statistical office, the results can be obtained quite efficiently. In addition, the household is often the most appropriate unit for identifying children and their families, measuring their socio-economic and demographic characteristics and housing conditions, and obtaining information on the circumstances that force them to work and, for many in household-based economic activities, on their conditions of work.
118. Child labour surveys may have either or both of the following two objectives: (i) measurement of the prevalence of child labour, and of variations in this prevalence by geographical location, household type and characteristics, children's school attendance status, gender, age group, and similar factors; and (ii) investigation of the circumstances, characteristics and consequences of child labour, such as the types of children engaged in work-related activities, the types of work children do, the conditions at work, and the impact of work on children's education, health, and so on. To measure the prevalence of child labour, the appropriate survey structure is a *child labour survey* that normally requires a simple and short questionnaire, but a large sample based on the general population. To provide measures relevant to the circumstances, characteristics and

⁴ ILO: *Child labour statistics: Manual on methodologies for data collection through surveys*, op. cit.

consequences of child labour, the preferred survey structure is a *labouring children survey* that involves more intensive data collection using a smaller sample selected mainly from the population of working children. Where both objectives are targeted, the two survey structures should be linked.⁵

- 119.** The respondents in the stand-alone household-based survey are the most knowledgeable adult household member (who may be the head of household) and the children of the household between 5 and 17 years of age. The survey questionnaire⁶ is usually divided into three parts:
- (a) The first part is addressed to the most knowledgeable adult household member (or head of household) on the composition of the household; demographic characteristics of each household member; educational attainment, and current and usual economic activity details of each household members aged 5 years and above; household chores carried out by children aged 5–17 years; and parents’ perceptions of working children (including reason for letting them work).
 - (b) The second part is also addressed to the most knowledgeable adult household member (or head of household) on the socio-economic characteristics of the household.
 - (c) The third part is addressed to each of the children between 5 and 17 years old who normally reside in the same household, about their education, current economic activities (including seeking to work), and conditions of work (especially health and safety issues), and household chores performed.
- 120.** The “model” questionnaire for the household-based national child labour survey is thus designed to obtain comprehensive data on the magnitude and character of child labour and the reasons for it. It attempts to collect statistics on working conditions, industrial activity, occupation, employment status, and the effects of work on the health, education situation, and possibilities of normal development for the working child. The questionnaire also seeks information on the demographic aspects and socio-economic details of the household, the work-related characteristics of the children, the factors that lead children to work, and perceptions of the parents or guardians vis-à-vis children’s work and schooling.
- 121.** Bearing in mind that countries may find it expensive to implement the comprehensive stand-alone national child labour survey, ILO/IPEC has also developed a “model” questionnaire of essential questions on child labour for household-based surveys, which has 10–15 additional questions in relation to the usual labour force survey queries. The questionnaire is intended to facilitate the collection of a minimal set of child labour statistics through a child labour module appended to a household-based survey, preferably the labour force survey. The major areas of inquiry are the composition and demographic characteristics of the entire household; for all household members aged 5 years or above, details of their educational situation and current economic activity; and, for children aged 5 to 17 years, details on their household chores. While the module may be implemented with any household-based survey, the advantages of the labour force survey are that similar

⁵ For a detailed elaboration of child labour sampling issues and survey structures, see V. Verma: *Sampling for household-based surveys of child labour* (Geneva, ILO, 2008).

⁶ Appendix III and Appendix IV of the ILO/IPEC *Child labour statistics: Manual on methodologies for data collection through surveys*, op. cit., contain “model” questionnaires for a household-based national child labour survey. The recently updated and refined version of the ILO/IPEC-SIMPOC “model” questionnaire for stand-alone national child labour surveys (Parts I, II and III) is available on the web site www.ilo.org/ipec/Childlabourstatistics/SIMPOC/Model%20questionnaires/lang--en/index.htm.

concepts are applied, and that several of the questions in the list of essential questions are already included in the main survey. In this setting, it is often an easier and more cost-effective option to set the lower age limit of the labour force survey at five years, and to modify the main questionnaire as required to include as many of the questions as is possible from within the set of essential questions on child labour.⁷

8.1.2. Baseline survey/study

122. The baseline survey is mainly employed at the beginning of (or prior to) a project intervention, to collect information on child labour characteristics or identify the target beneficiaries of the intervention. Baseline surveys may involve one or more of the methods described below, that is, a combination of sample survey (quantitative estimation, where a sampling frame may be developed) and qualitative (participatory) research techniques (especially interviews with key informants and focus group discussions). A baseline survey could even be a simple rapid assessment, or a probability-based survey that may generate a technically robust estimate. ILO/IPEC–SIMPOC has acquired considerable experience in the use of baseline surveys/studies for identifying target populations and their characteristics and for analysing the determinants and consequences of child labour in specific socio-economic sectors. For programme intervention purposes, they have been used to obtain insightful data on initial (baseline) conditions for use at each stage of the programme cycle (design, implementation, monitoring and impact assessment). Findings from baseline surveys facilitate the establishment of targets in that incremental changes can be measured by means of follow-up studies, as well as the development of child labour monitoring systems.

8.1.3. Establishment survey

123. Establishment survey questionnaires administered at the workplace (which may be a factory on an industrial site or even a home-based production unit) seek to obtain information on the particulars of the production unit and the characteristics of its workforce, with a special focus on child workers below the age of 18 years. Items of information sought include children's wages, hours of work, other working conditions and benefits, and injuries and illnesses at work, both separately and compared with those of adult workers. Information is also sought on the perception of employers regarding the advantages and drawbacks of using child workers, the reasons for using such labour, and the methods of recruitment.

124. The establishments to be targeted for the survey are selected from available directories or lists, including those of producers' associations and cooperatives, or from lists drawn up during a community-level inquiry and/or a household-based national child labour survey. Alternatively, lists can be based on local inquiries in the area to be investigated, comprising discussions with key informants such as representatives of trade unions, local government offices and agencies, non-governmental organizations (NGOs), community organizations, community leaders, religious groups and charitable associations.

⁷ The "model" questionnaire reflecting *essential questions on child labour* for household-based surveys is available on the ILO/IPEC web site www.ilo.org/ipecc/Childlabourstatistics/SIMPOC/Model%20questionnaires/lang--en/index.htm. This questionnaire may also be applied as a stand-alone child labour survey but will produce a smaller set of child labour statistics (in relation to the more comprehensive three-part national child labour survey questionnaire).

8.1.4. Rapid assessment methodology

- 125.** The child labour rapid assessment methodology aims to assist countries in obtaining information on the “invisible” forms of child labour and on child workers in the most dangerous types of activities or occupations.⁸ It uses a participatory approach involving discussions and interviews that is ideal for obtaining detailed knowledge of the working and living conditions of children who are involved in activities or occupations otherwise difficult to identify and characterize. A rapid assessment may use a structured or merely semi-structured questionnaire to collect information from the working children and their parents (and, where relevant and possible, from the employers). It is supplemented with careful and attentive observation and background information derived from a variety of sources, such as findings from prior surveys and reports, case studies, interviews of key informants, locality leaders or knowledgeable persons, and focus group discussions.
- 126.** Rapid assessments are primarily intended to provide information relatively quickly and inexpensively for use in, for example, awareness creation and project formulation. Their output is mainly qualitative and descriptive and is limited to a small geographical area; it is generally not a useful tool if the aim is to measure the prevalence of child labour. Nevertheless, like any kind of data collection endeavour, the value of the results depends on the quality and appropriateness of the study design. For example, the usefulness of qualitative information from a rapid assessment study can be enhanced by complementing it with a sample survey or a complete census of households in the selected areas.⁹ Therefore, the applicability of rapid assessments is more relevant to research institutes and organizations, and for supplementing the survey findings by national statistical offices.

8.1.5. Street children survey

- 127.** The street children survey targets two main categories of children: (a) those who live and work on the street and by definition do not have any other place of residence; and (b) those that work on the streets but normally reside with their parents/guardians in a household. The two categories require different data collection techniques. Those who stay with their parents or guardians in a household are usually covered by a normal household-based survey. It is a much harder task to conduct an inquiry into children who live and work on the streets with no fixed place of residence, since household-based samples exclude homeless persons. Most of these children are continuously on the move from one place to another during the daytime, and sleep outside buildings during the night. The survey method relies on interviewing purposively selected children and, where relevant and possible, their employers and clients. This purposive and convenience approach is applied both in selecting the areas to be covered and in carrying out interviews of children about their working conditions and of informal sector operators about the children working for them.

⁸ It is a commonly applied qualitative technique for child labour data collection and ILO/UNICEF’s *Manual on child labour rapid assessment methodology* (Geneva, ILO, 2005) provides full implementation details. It is available at the ILO/IPEC web site www.ilo.org/ipecinfor/product/viewProduct.do?productId=1819.

⁹ See Y. Ofosu: *Building the knowledge base for the development of time-bound programmes*, paper in the series “Time-Bound Programmes Manual for Action Planning” (Geneva, ILO, 2003), for an example from Nepal.

8.1.6. School-based survey

128. School surveys concern children identified by household surveys as working. The main purpose of school-based surveys is to determine the impact of work on children's school attendance and school performance. It also tries to assess the children's attitude to studying, and covers non-working children (as a control group), preferably from the school where the working children are studying. Interviews are conducted with the children, teachers and school management, and parents or guardians. In addition, the school survey attempts to assess some of the school-related factors influencing a child's work, such as the quality of the school.

8.1.7. Community-level inquiry

129. Community-level inquiries are usually undertaken to collect information from elected or appointed leaders, administrators and other community leaders regarding major locality particulars, in order to obtain a cultural, demographic and socio-economic profile of the community (for example, schooling, educational institutions, medical facilities and sanitation, public utilities, sources of vulnerability, safety nets, community profile, and community livelihood strategies). A community-level inquiry may well be an independent investigation to collect data on a particular child labour situation. However, such inquiries are often also an integral part of the methodology of rapid assessments and baseline surveys to obtain supplementary information on the circumstances in which the working children live and engage in their daily activities.

8.1.8. Methodology for estimating worst forms of child labour other than hazardous work

130. Children in the worst forms of child labour other than hazardous work (also referred to as "unconditional worst forms of child labour") pose a number of obstacles to reliable measurements based on existing statistical methods. Part of the problem is that such groups of child labourers are mostly hidden from public view and are very often engaged in illicit activities. More important, there is no known frame for applying a random sampling procedure, and it is often very hard (if not impossible) to interview the child, either because the guardian or employer does not permit it or because the child refuses for fear of reprisals by the guardian or employer after the interview. ILO/IPEC is engaged in developing methodologies for national-level estimates of children in some of the unconditional worst forms of child labour, and currently a few pilot surveys (in collaboration with national statistical offices) to test the practical feasibility and efficacy of potential estimation methods are being carried out. The methodologies are sector specific, as the workplace conditions and child labour characteristics vary among these worst forms of child labour.

8.2. Analysis of existing data sources

131. Data collection is always an expensive proposition, but nonetheless some countries may wish to have a minimal set of child labour statistics at periodic intervals. Again, since child labour concerns a relatively small population, and national statistical offices face competing demands for producing a wide range of statistics, some countries may not have the financial and personnel resources to accord priority within their work programme to a dedicated child labour survey, or even to a child labour module attached to a larger survey. In such circumstances, a limited range of periodic child labour data may be generated for the country concerned by analysis of data contained in its existing censuses and surveys. In these cases, for improved child labour data in the longer term, the national statistical offices concerned may find it useful to develop suitable methods of collecting a limited set

of desirable child labour statistics by means of minor modifications to the data collection vehicles used for its regular surveys.

- 132.** Supplementary data sources in a country can also be explored in order to assess the gravity of the child labour situation (for example, education statistics of school enrolment or attendance, given that for a child, work and schooling may have competing claims on his or her time.) Administrative records can also be a useful source. However, most data from supplementary sources have to be applied with caution, as they usually provide only a partial perspective of the situation. Furthermore, efficient combination of the data from different sources can be difficult because of differences in the survey reference period, the definitions applied, the respondents or the objectives and scope of the inquiry. Again, such data may be useful as complementary information at the design and/or analysis stages of a stand-alone or modular child labour survey.

8.2.1. Household-based national sample surveys

- 133.** Many countries collect socio-economic and demographic data on a periodic basis through household-based sample surveys. These include, for example, labour force surveys, living standards measurement surveys, household budget and expenditure surveys, and demographic and health surveys. Such surveys may not provide specific data on child labour, or data for the full range of child age groups, but may nonetheless contain useful information for analysing the child labour problem. For example, a labour force survey may provide statistics on working children in the upper age groups. Moreover, there may sometimes be scope for adding a child labour module to a household-based survey, and this could yield some essential child labour statistics at a relatively reduced cost.

8.2.2. Data from national population censuses

- 134.** Most countries conduct national population censuses on a periodic basis (every five or ten years). Although few national censuses provide data on the prevalence of child labour, census results relating to aspects such as schooling or economic activity can make a useful contribution to an analysis of child labour. The inclusion of a few additional questions and/or lowering the age limit for employment-related questions should suffice. An alternative data collection approach sometimes employed during a census is to apply a module relating to a specific subject to only a part of the total population. The main advantage of including child labour questions through a census in this manner, if feasible, is that it facilitates the calculation of child labour prevalence for small geographical areas.

8.2.3. Secondary sources

- 135.** Secondary data sources on child labour for a country may be obtained from a wide range of institutions. They may, for example, be extracted from the data contained in surveys and research supported by international organizations such as the UNDP, UNESCO, or UNFPA, or from reports submitted to expert meetings and round-table discussions involving the government, social partners, research institutions, universities and civil society.¹⁰ The Living Standards Measurement Study (LSMS) supported by the World Bank, and the Multiple Indicator Cluster Surveys (MICS) of UNICEF are examples of

¹⁰ This might include data collected for various international development reports (for example, the World Bank's *World Development Indicators*, the UNDP's *Human Development Report*, UNICEF's *State of the World's Children*) and for the follow-up to international conferences, such as the periodic assessments of UNESCO's International Consultative Forum on Education for All.

country surveys that contain statistics on various attributes of children, which could be of relevance to the child labour issue.

8.2.4. Education statistics

136. Other data sources include annual school reports filed with ministries of education, school surveys, school inspection reports, and statistical reports by national statistical offices. However, the statistical information from such sources has to be reviewed with reference to the respective settings, definitions and background. School attendance (or enrolment) rates in a country's education statistics to some extent reflect the engagement of children in what ideally should be their main activity. Although some children who attend school also engage in economic activities, and absence from school does not necessarily imply that the child is working, data on school non-attendance (or non-enrolment, if attendance statistics are insufficiently developed) may, in the absence of a proper data collection system on child labour, be used temporarily as a proxy indicator for child labour. The link between the school non-attendance rates by school level (primary, middle, secondary and so on) and the children's age groups should correspond to the official ages of schooling set for each school level.

8.2.5. Administrative records of violations of child labour legislation

137. Paragraph 5(3) of ILO Recommendation No. 190 stipulates that "relevant data concerning violations of national provisions for the prohibition and elimination of the worst forms of child labour should be compiled and kept up to date". In this regard, administrative records – on cases concerning violations of child labour legislation brought to court and before other authorities and leading to convictions, on the criminal prosecution of child traffickers and those engaged in the commercial sexual exploitation of children and on child rights abuse leading to revelation of forced or bonded child labour – are useful sources of information that should be compiled to supplement national child labour statistics. Labour inspection reports might also provide useful supplementary information, to the extent that they draw attention to underage workers and hazardous working conditions.

8.3. Complementarity of survey methods

138. Collecting comprehensive data on child labour is an exceedingly challenging task, and a single survey methodology is unlikely to meet all data requirements adequately. A fundamental reason for this is the fact that working children are found in a very wide range of situations, and no common technique can be devised to fit all possible circumstances in which they work. Furthermore, for policy analysis and targeted project intervention, information is needed from a variety of potential respondents who may influence the life and development paths of the child workers, namely, the children themselves, their parents or guardians, employers, schoolteachers, community leaders, and peers and siblings. Accordingly, circumstances in the home, school, workplace and community to which a child belongs, all have a bearing on child labour outcomes and characteristics. It is not always possible to collect all the relevant data in a single survey or on a single occasion, and from all parties that may have an influence on child labour.

139. Child labour data collection is complicated by the fact that, in addition to child labour being a multidimensional problem, in the most severe cases involving, for instance, worst forms of child labour other than hazardous work, it is very difficult (if not impossible) to make contact with the child and collect the necessary information. Also, as activities under some of the worst forms of child labour are often hidden from public view, a sampling frame for survey purposes does not exist, nor can it be readily prepared without prior

information. In such cases, the methodologies employed to compile useful child labour data tend to be the rapid assessment or baseline survey, depending on the situation. The latter methods, however, generate only sector- and/or area-specific data that are mainly qualitative and are not valid beyond the sector and area investigated.

140. For national-level estimates regarding child labour, working children and their characteristics, the usual statistical inquiry vehicle is a large-scale household-based child labour survey, and a significant amount of child labour data and related information can be estimated through such a survey for regional and even smaller geographical areas. However, children who are working but do not stay in households are beyond the scope of household-based child labour surveys, and to investigate them an establishment-based survey may be more appropriate. Child workers living on the streets are among the most vulnerable to forms of child labour, and a street children survey is required to collect information on this category.
141. The above situations refer to the supply side of child labour. In order to obtain information on the demand side employers have to be interviewed, and for this purpose an establishment-based or workplace survey is needed. In order to obtain statistics on how a child's work may impact on school attendance and school performance, and on attitudes to schooling (which is what children should be engaged in instead of work), a school-based survey is required. All this goes to confirm that, while there is merit in every form of child labour survey, any single survey, however designed, can at best provide only a partial picture of the actual situation. For more comprehensive data, different methodologies generally have to be combined.

8.4. Data collection strategy

142. For assessing the child labour situation, data on child workers at the national level and by geographical subdivisions are always useful. If the subdivisions are based on administrative criteria, such data are also useful from the standpoint of programme interventions. Even where action plans are expected to have a strong regional focus, it should be useful to obtain figures on the overall scale of the child labour problem at the national level. National data are needed for a variety of uses, including advocacy and awareness raising, resource mobilization, overall policy and programme design, target setting, and monitoring and evaluation. Some such data could be obtained from national population censuses, especially if they included questions on economic activity, ideally for the population aged five years and above. If population and labour force data are not current, it may be possible to make projections based on additional socio-demographic data and assumptions.
143. Where recent census data are not available or not sufficiently detailed to allow reliable estimates of child labour, it may be necessary to consider organizing a stand-alone household-based national child labour survey. In some countries, child activities (or child labour) modules have been attached to national labour force surveys. The difference between these alternative formats of a national child labour survey (that is, a stand-alone type and the modular form) is that the stand-alone version will attempt to provide more information on child labour conditions and attributes than the modular format, but the former obviously demands greater resources in terms of money and personnel. If household-based surveys are scheduled and the results can be released in time for the development of planned intervention programmes, the possibility of attaching a child

labour module ought to be explored.¹¹ A similar approach may be adopted for censuses, where the possibility of attaching a short module or limited child labour-related questions could be envisaged for a sample of the population.

144. If neither the census nor the survey data collection can be detailed enough to allow for an estimation of the numbers and percentages of child workers by various categories (industrial sector where they work, and their occupations), and if resources do not allow a fresh national survey, then alternatives have to be sought. One solution may be for a limited survey to concentrate on the sectors and areas or localities where the prospective programme is to be implemented and, as far as possible, on nearby areas as well. This could be in the form of a rapid assessment or a baseline survey, depending on the prior information available on the form of child labour in the sector or area to be investigated, on the specific data requirements, and on the available time and budget. In fact, a rapid assessment is more realistic and feasible when other survey circumstances are limited. In particular, when it comes to obtaining qualitative information on perceptions and non-quantifiable factors that have a bearing on keeping children in work in targeted sectors or areas, especially in some of the worst forms of child labour, rapid assessment techniques are best suited for investigation purposes.

8.5. Issues in implementing child labour surveys

145. *Choice of survey type.* The survey methodology that may be applied depends on the child labour data requirements and on the underlying purpose of the statistical exercise. Wherever possible, and provided that a sampling frame can be developed at low cost and reasonably quickly, a survey method that is capable of generating probabilistic estimates should be preferred. However, for investigating specific forms of child labour for which a sampling frame is not readily available, rapid assessments are currently the only option.
146. *Collection and presentation of child labour data.* A working child or a child who is engaged in economic production is not necessarily a child labourer. Nevertheless, it is useful to utilize the concept of “working child” as a point of departure for measuring the prevalence of child labour in national child labour surveys. In fact, the child labour population is generally a proportion of working children, and in national child labour surveys it is usual to present most of the tabulations as pertaining to working children only. This is because the data on distribution by age group, sex, residence status, industry of activity and occupation are sought by users and policy-makers, and the experience of ILO/IPEC has shown that the results are statistically significant only for the larger population of working children. For child labour as such, only summary tables with distribution by age group, sex and (occasionally) major geographical region may have reliable statistics.
147. *Questionnaire design to capture “work”.* Very often, even identifying economically active children is problematic, because most children work in their own household or on the family farm, and even those working outside the household in most cases work together with their parents or other family members. Only a relatively small proportion of children are employed directly by an employer. The way the questions are posed, and the language of the query, should take these facts into consideration, especially if the operation is intended to identify accurately whether or not the child is engaged in economic production,

¹¹ Besides the relevant national statistical office, contacts should also be made with the concerned donor agencies. For demographic and health surveys, USAID is often a major donor, along with UNFPA. The World Bank, UNICEF and UNDP also fund major household-based surveys to which child labour modules could be annexed.

whether marketed or non-marketed. Capturing unpaid work is important because many children, even among those working outside the household, do not receive wages. The possibility of different categories of children's engagement in work highlights the importance of ensuring that respondents understand the term "work" without any ambiguity. The treatment of non-market economic production also needs great care. In addition, the notion of what does and what does not constitute work varies within different cultures and between households, but the survey should be based on the SNA production boundary, and its concepts should be followed.

- 148.** *Occupation and industry classifications.* National classifications generally apply to adult work, and the identification of the type of economic production tasks children actually undertake can on occasions be no more than approximate. The questions used to collect these data have to be suitably worded, in order to allow references to existing international standards when the data are compiled.
- 149.** *Education and health.* Given that child labour is defined in large part by the effect of work activities on a child's educational opportunities and health, sufficient information needs to be collected in these two areas, in particular about potential conflicts between schooling and work.
- 150.** *Socio-economic indicators.* Poverty is regarded as one of the most important determinants of child labour. A child labour survey should therefore include questions designed to collect data that can be used to analyse the relationship between poverty and child labour. General household surveys cover many of the relevant household characteristics, such as household monthly income (or expenditure), parents' work and educational status and household composition by number, age, gender, and so on. The collection of such data on both adult and child household members also needs to be covered by child labour surveys.
- 151.** *Ethical considerations.* It is essential to adhere to a code of ethics during the data collection process. This applies, in particular, to those child labour surveys in which children are respondents.¹² It should be noted that Paragraph 6 of ILO Recommendation No. 190 specifies that "the compilation and processing of the information and data referred to ... should be carried out with due regard for the right to privacy." A set of ethical guidelines for child labour data collection may thus be established by those national statistical offices that wish to measure child labour, keeping also in view Article 2, paragraph 2, and Article 13, paragraph 1, of the UNCRC. At a minimum, it is vital to ensure that the working children concerned, especially those who are respondents, are not harmed as a consequence of the survey. As in all statistical surveys, the respondent should be assured that confidentiality of the information provided will be respected, as well as the respondent's anonymity. Survey participation by child respondents must be voluntary, and enumerators should not face any risks during data collection. Field enumerators, in turn, should respect the cultural traditions, knowledge and customs of respondents. In addition, when interviewing children, enumerators should be sensitive to children's ways of behaving and thinking and avoid raising unrealistic expectations in the child workers. Wherever feasible, child labour data collection should be undertaken by persons specially trained in the type of survey being conducted.
- 152.** *Periodicity of data collection.* Child labour data collection in sufficient detail at regular periods (determined by the national statistical offices in the light of national data needs and resource availability) helps in assessing child labour trends and should also facilitate an impact assessment of policies and programmes implemented to combat child labour.

¹² C.N. Edmonds: *Ethical considerations when conducting research on children in the worst forms of child labour in Nepal* (Geneva, ILO, 2005).

Sustainability of child labour data collection may be achieved by identifying a few key child labour variables on which data are collected with assured regularity and by their inclusion in a module annexed to an appropriate national household-based survey, preferably a labour force survey.

9. Child labour indicators and classifications

9.1. Child labour indicators

- 153.** Demand for data on child labour stems from the needs of various government departments, the social partners, researchers, the donor community, international organizations and NGOs, and other stakeholders. The purpose for which the data are required may therefore vary significantly between the users, and hence the scope of the data required to meet each specific demand, and the detail in which the information should be reported, also varies considerably. Nevertheless, there are key variables that run across the different requirements and are essential for understanding the phenomenon of child labour. These variables fall broadly into two categories: first, information on the prevalence and nature of child labour, which assists in identifying the dimensions of the problem; and second, information on the causes and consequences of child labour, which is crucial for designing intervention programmes to eliminate child labour.
- 154.** The more pervasive and complex the child labour situation is in a given country, the larger will be the scale of data requirements. However, since child labour statistics are relatively new, some countries may lack the technical and financial resources to collect such information even at periodic intervals. In other cases, the child labour problem in a country may not be very acute, and may be restricted to a few locations and sectors. Where that is the case, a smaller set of statistics and indicators, if judiciously selected, could well satisfy the requirements for information on the incidence of child labour and for analysing its consequences. A corollary to this is that large intervention programmes for areas and sectors where the child labour problem is severe need to be supported by a wide range of statistics and other information.
- 155.** At the minimum, the information collected should make it possible to estimate the total number of children by age and sex, the overall activity rate, the number of children engaged in each of the different forms of child labour, the hours of work, the proportion of children enrolled but not attending schooling, and the proportions attending school and working. Socio-economic details of household characteristics (household size, number of family members, income, expenditure, some details of the work and education status of the head of household) should also be collected.
- 156.** Perhaps the most important issue in a child labour survey is the accurate determination of the activity status of the target population in the group of children between the ages of 5 and 17 years, that is, those who are economically active and those who are not. Any omission and misclassification of the children being surveyed can have a major impact on the findings for the target population.
- 157.** A key initial step in policy-oriented research or in the design of an action programme is to determine the extent and nature of the child labour problem and understand its causes and consequences. There are several reasons why such data are required. Statistics on the prevalence and nature of child labour are required for prioritization of interventions, target setting and, subsequently, impact evaluation. In addition to the count of children in various sectors and forms of child labour, basic demographic data are also required for estimating or projecting the population numbers needed to calculate proportions and percentages. Ideally, data should be available for estimating the level and trend of child labour, with an eye to their disaggregation by age, sex and geographical area. The analysis of such differentials is essential, *inter alia*, for formulating policy responses that are adequate and appropriate for different purposes.

158. The statistics and qualitative information on the nature of child labour that are required in order to develop a child labour profile in any given situation may be grouped into broad categories: (i) the child; (ii) the household to which the child belongs; (iii) the child's workplace; (iv) the community infrastructure; and (v) contextual indicators and factors. Selected data requirements under each category are highlighted below.

(i) *The child*

- characteristics (age, sex, and so on);
- basic learning competencies (literacy, numeracy, vocational skills acquired);
- activities engaged in (economic and non-economic production, school, leisure);
- school attendance.

(ii) *The household to which the child belongs*

- family characteristics (demographic composition);
- socio-economic status (income, expenditure, wealth, assets, land);
- living conditions (housing, fuel used, availability of drinking water and toilet facilities);
- parental perceptions (values and attitude towards education, goals for children, awareness of and attitude towards child labour).

(iii) *The child's workplace*

- workplace characteristics (sector, size, child's status in employment, characteristics of work, hours of work, remuneration arrangements, technology used, recruitment procedures);
- hazards faced by children (occupational accidents and diseases, ergonomic hazards, harmful substances and sources of exposure, exposure to physical agents and psychological hazards and abuse);
- interaction with others at the workplace;
- medical attention and recreation facilities.

(iv) *The community infrastructure*

- public utilities (wells, roads, community centres);
- health and sanitation (primary health care facilities, family planning services, general health situation, availability of sufficient food and water);
- attitudes (regarding schooling, gender questions, awareness of, attitude towards, and degree of mobilization against child labour, community participation on social issues);
- schools (presence, distance, access, cost, schooling quality, monitoring);

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- local economy (income distribution, landownership, capacity of local government, adult labour markets, types of industry, employment and technology, vocational training facilities).

(v) *Contextual indicators and factors (external to the household)*

- demographic characteristics (fertility rate, mortality rate, population growth rate, availability and use of contraceptive and attitude towards their use);
- socio-economic context (poverty, wealth, inequality);
- economy (employment rates, industry, trade);
- education (male/female literacy rates, total expenditure).

159. The objective of designating a good and efficient set of child labour statistics and information base is to develop indicators that are easy to calculate, understand and interpret, as well as being (as far as possible) comparable over time from one country or context to another. The ideal measures should draw attention to the forms of child labour that are most hazardous to children and be gender sensitive.¹ In fact, in order to facilitate an informed analysis of the child labour situation, statistics on working children should be made available by sex, age groups, and urban/rural residency status. For policy and programme intervention purposes, child labour data should be disaggregated to the lowest possible administrative unit.

160. There are several possible classifications within the framework of which child labour data may be compiled for supporting analysis and research, and much depends on the objectives and scope of the survey. A possible approach to compiling child labour statistics is presented below.

Demographic and socio-economic characteristics

- name of place of origin (village, community, town);
- size of household;
- head of household;
- siblings in the household;
- age, gender, education status of children;
- engagement of children under 18 years of age in economic production;
- contribution of children and youth to household income;
- land tenure (sharecroppers or owners) and work activity of head of household;

¹ This means that the statistics should not inadvertently exclude activities carried out mainly by either boys or girls, so that the data analysis does not discriminate against one group or the other. An example of such inadvertent exclusion would be a survey composed of indicators that exclude non-economic activities, since studies have shown that girls engage in a disproportionate amount of non-economic activity, usually in the form of household chores.

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- migratory status of the household (place of origin, length of period living in the village, migratory patterns or practice);
 - ethnic and religious background (*optional*);
 - housing (structure and amenities);
 - economic and social status (including recent shocks faced by household);
 - annual/monthly family expenditure (or income) and sources;
 - debt, if any, of household head.

Child labour and working children

- distribution of working children by:
 - occupation;
 - branch of economic activity;
 - status in employment;
 - method of payment;
- knowledge and attitudes regarding child labour, child work;
- awareness of the rights of child workers;
- awareness of child labour-related national laws and regulations;
- existence and mechanisms of enforcement within communities;
- type and location of work at home, farm, other places;
- hours worked per week;
- periods when work is performed;
- seasonality of work;
- reasons for child to be at work;
- conditions of work (including type and frequency of payment, exposure to sun, chemicals, evidence of other hazards and dangerous conditions);
- accidents, injuries or sickness incurred as a result of work-related activities (nature and extent of accident/injury/ill-health);
- engagement in household chores (hours per week, main tasks).

Occupational safety and health

- illness, injuries by occupation, activity;
- knowledge and attitudes regarding safe work practices and procedures, by activity (use of tools and equipment, pesticide exposure, sun exposure, heat stress, insect bites, and so on);
- young people’s knowledge of what to do in the event of accidents and injuries and practical training in such eventualities;
- knowledge and attitudes related to risk and risk management and prevention of accidents and injuries;
- accidents or work-related health problems reported by others in the community;
- other hazardous or dangerous work evident within the community where children are involved or at risk of involvement (such as mining, forestry, fishing, or entertainment services);
- application practices involving chemicals (for example, pesticides) and involvement of children (proximity of housing and schools to treated work areas, potential for drift, posting, re-entry intervals, methods of application, handling of equipment, maintenance of equipment and protective gear, storage and disposal of pesticide containers, and so on).

Local education resources and infrastructure

- local school enrolment rate;
- actual school attendance;
- number of young people out of school;
- grades completed by children, young people and adults;
- proximity of schools (primary, junior secondary and senior secondary levels) in kilometres;
- literacy rate of children and other family members;
- attitudes toward education, formal schooling and teachers;
- attitudes toward access and relevance of formal education;
- attitudes toward, and access to, non-formal education programmes;
- reasons children attend or do not attend school;
- school drop-out rate;
- school facilities, condition and needs;
- quality of teaching methodology and curriculum used (formal or non-formal);
- pupil–teacher ratio;

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- interest in participating in non-formal literacy and life-skills education programme.

161. The above list of indicators is somewhat exhaustive, and to obtain all the data through a single survey may not be practicable. An illustrative list of child labour indicators, based on data that may be collected by applying the ILO/IPEC-SIMPOC “model” questionnaire to a stand-alone national child labour survey, is provided in Annex 1 to the draft resolution in the appendix to this report.

9.2. Classification of children by activity status

162. *Children in productive activities:* children engaged in any activity falling within the general production boundary of the System of National Accounts (the “*SNA general production boundary*”). This would include *working children* and, among others, children engaged within their household in *unpaid household services* (that is, unpaid production of domestic and personal services by a household member for consumption within the same household), also commonly called “household chores”.

163. *Working children/employed children:* children engaged in any activity falling within the production boundary of the System of National Accounts (the “*SNA production boundary*”) for at least one hour during the reference week (or past seven days), or during a certain specified number of months during the reference year (or past 12 months). Such children do some work, in the reference period, for payment in cash or kind, or are in self-employment for profit or family gain in a business enterprise, a farm or a service undertaking. Fetching water, collecting firewood for their own homes, and doing paid domestic work in other households, are all counted as economic production.

164. *Children seeking work:* children who are not engaged in economic production but want to work.

165. *Economically active children:* the total of *working children* and *children seeking work* who were also available for work and without work in the reference period. Two useful measures of the economically active child population are the *currently active children* measured in reference to a short reference period, and the *usually active children* measured in reference to a long reference period.

166. *Currently active children:* applies to the total of (a) children at work, that is, children who are engaged in activities included in the SNA production boundary, paid or unpaid, during the specified short reference period for at least one hour; and (b) children who have a job but who are not at work (temporarily absent) during the reference period for various reasons, except unpaid workers in family businesses or farms.

167. *Usually active children:* children who are working for a certain specified number of months during the long reference period.

168. *Children in unpaid household services:* children who are engaged in unpaid domestic and personal services for consumption within the same household, such as housekeeping activities (cleaning, decorating, preparing and serving meals), caring for other children, sick or old people in their own homes, and making minor repairs in their home.

169. *Students:* children who are attending school, which may mean a registered and formal educational institution or a non-formal but regular arrangement for receiving education. Children not attending any form of schooling are *non-students*.

170. *Children not economically active*: children who have not engaged in activities included in the SNA production boundary in the last reference period, including children seeking work.

171. *Idle children*: children who do not go to school, are not economically active, and also do not perform any unpaid household services.

9.3. Classification of children in worst forms of child labour

9.3.1. Worst forms of child labour other than hazardous work

172. *Child trafficking*. Child trafficking is defined by the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, 2000, (Article 3(c) and (d)) as the “recruitment, transportation, transfer, harbouring and receipt of a child [a person of less than 18 years of age] for the purpose of exploitation”. Article 3 also distinguishes child trafficking from trafficking in persons in general, which it describes as involving “the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation”. Inasmuch as this text applies to adults, it does not contain the necessary conditions for the identification of child trafficking. In other words, child trafficking does not necessarily entail illicit means, but it does imply the removal of children from a familiar environment (not necessarily the crossing of an international border) and that the consent of children recruited is irrelevant if there is abuse of power or of a position of vulnerability, fraud or deception. It should be noted that in this context child trafficking is a process in which the trafficked child later becomes the victim to another form of child labour.

173. *Forced child labour*. Forced (compulsory) labour is defined by the ILO Forced Labour Convention, 1930 (No. 29), in Article 2, paragraph 1, as “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily”. Forced child labour can be distinguished from other forms of child labour by the presence of one or more of the following elements: (i) the restriction of the freedom to move; (ii) a degree of control over the child going beyond the normal exertion of lawful authority; (iii) physical or mental violence; and (iv) the absence of informed consent.

174. *Bonded child labour*. Bonded labour is a form of forced labour in which the element of coercion flows from a debt incurred by the worker. The Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, adopted in 1956, in Article 1(a), defines debt bondage as “the status or condition arising from a pledge by a debtor of his personal services or those of a person under his control as security for a debt, if the value of those services as reasonably assessed is not applied towards the liquidation of the debt or the length and nature of those services are not respectively limited and defined”. Bonded child labour would thus refer to children’s underpaid or unpaid work for an employer for excessively long hours, ensuing from a debt contracted by their parents and constituting exploitative employment practices affecting the parents and involving children being pledged for credit.

175. *Children in armed conflict/child soldiers*. A child in armed conflict/child soldier is any person under 18 years of age who is part of any kind of regular or irregular armed force in any capacity, including but not limited to cooks, porters, messengers and those

accompanying such groups, other than purely as family members.² Activities would include attending military training in the camps of rebel groups, food preparation and related activities for the benefit of the older members of the armed force where the child is a member, being a member of the foot patrol, sentry group, blocking force, armed escorts of older officials, or participating in the paramedical team, propaganda unit or urban hit squad of the armed group. It would also include the activities of children who are used as decoys, spies or couriers. While ILO Convention No. 182 refers only to forced recruitment, in practice it may be impossible to distinguish between *forced* and *voluntary* recruitment.

176. *Commercial sexual exploitation of children.* This relates to the use, procurement or offering of a child for prostitution, production of pornography or pornographic performances. According to Article 2 of the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography,³ child prostitution means “the use of a child in sexual activities for remuneration or any form of consideration”, whereas child pornography means “any representation ... of a child engaged in real or simulated explicit sexual activities or any representation of the sexual parts of a child for primarily sexual purposes”. It is entirely or primarily for financial or other economic reasons. The economic exchanges involved may be either monetary or non-monetary (that is, food, shelter or drugs) but in every case involve maximum benefits to the exploiter and an abrogation of the basic rights, dignity, autonomy, and physical and mental well-being of the children involved. It is often characterized by violence against and coercion of the child, and is frequently linked to child trafficking and forced child labour in which the victims are mostly girls. It is usually, but not always, organized by an intermediary such as a parent, family member or procurer, and includes children in sexual relationships with adults in exchange for money and family support within the context of their home, on the street or in private business places.

177. *Children in illicit activities.* When referring to children in illicit activities, Convention No. 182 focuses on children involved in the production and trafficking of drugs. The services rendered are for the benefit of a drug trader or exploiter engaged in the illegal drug business. This includes a child carrying out tasks for his or her parents in the illegal drug business, possibly without receiving any compensation or income.

9.3.2. Potential worst forms of child labour

178. *Street children.* Children working on the streets may be classified in two groups. The first group of children work on the streets during the day, sometimes during the evening and night, but finally go home to stay with their families. The second group of children are working and living in the streets (in front of shops, markets and other such open spaces). They are independent and have left their homes or their families have disintegrated. They are children of the streets. These children may be involved in such activities as selling napkins, light food and drink items, newspapers and magazines or flowers. Some may be engaged in car washing, shoe shining, street cleaning, garbage collection, and playing, singing or performing for profit. Street children who are independent are vulnerable to becoming involved in drug abuse, street gangs, violence, stealing and commercial sexual exploitation.

² The definition is based on the *Cape Town Principles*, adopted at the Symposium on the Prevention of Recruitment of Children into the Armed Forces and Demobilization and Social Reintegration of Child Soldiers in Africa, Cape Town, 30 April 1997. See www.pitt.edu/~ginie/mounzer/conventions.html#CapetownPrinciples.

³ Adopted by the United Nations General Assembly on 25 May 2000; entered into force on 18 Jan. 2002.

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- 179.** *Child domestic workers.* These are children who carry out domestic work in a third party's household with remuneration in cash or in kind; however, when such work is performed by children below the legal minimum age, for long durations, in unhealthy environments involving unsafe equipment or heavy loads, in dangerous locations, and so on, it would be classified as a worst form of child labour.
- 180.** *Child rag-pickers/child scavengers.* This group includes working children collecting rags or recyclable materials that can be sold for money. Rag-picking entails sorting, collecting and selling various waste materials that can be found at dump sites, riverbanks, street corners or in residential areas, and consists primarily of plastics, bottles, cardboard, tin, aluminium, iron, brass and copper.
- 181.** *Child porters.* Child porters comprise two categories: (i) children carrying loads over long distances and journeys requiring more than one day; and (ii) children working short distances in such areas as markets, business centres, or bus and truck parks. In both cases, the children receive a payment that is usually in cash. Excluded from the definition are children who carry loads for their own families without any remuneration.
- 182.** *Child beggars.* Begging by children may be considered as child labour, depending upon the circumstances. Begging (or stealing) by children would qualify as child labour should the child be forced, or employed by an adult for a wage, to beg and/or to collect donations (or to steal). A child beggar or thief who is not forced or employed by an adult to beg or steal would also be classified as a child labourer should the conditions under which the activity is performed be hazardous for the child, although begging and stealing are not in themselves economic activities unless the acquired goods are resold.

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Appendix

Draft resolution concerning statistics of child labour

The 18th International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 24 November to 5 December 2008,

Taking note of the discussions at the 16th and 17th International Conferences of Labour Statisticians regarding child labour statistics,

Recalling the provisions of the ILO Minimum Age Convention, 1973 (No. 138) and the Worst Forms of Child Labour Convention, 1999 (No. 182), as well as their respective supplementing Recommendations (Nos 146 and 190), which should be essential in any effort to gather child labour statistics and would by no means be affected by the present resolution,

Keeping in view the relevance of the 1989 United Nations Convention on the Rights of the Child to the definition of children and children's rights,

Appreciating that not all children who are working may be considered to be in child labour slated for abolition,

Taking into consideration the relevant parts of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment, adopted by the 13th International Conference of Labour Statisticians (1982), particularly the concepts of being "economically active" and being "employed",

Considering that child labour statistics are especially needed in countries where a significant number of children are working in contravention of agreed international labour standards and national legislation safeguarding the interests and welfare of children,

Noting the work done by the International Labour Office in promoting the development of statistics on child labour,

Acknowledging the usefulness of establishing international statistical standards for the identification and classification of working children, and for facilitating the comparability of child labour data over time as well as across countries and regions,

Recognizing the need to establish technical guidelines for countries on the statistical measurement of children's work activities,

Adopts this ... day of December 2008 the following resolution:

Objectives and scope

1. Countries where child labour is deemed to be significant should develop an adequate system of child labour statistics and integrate it in their national statistical programmes.
2. This resolution aims to set standards of good practice for the collection, compilation and analysis of national child labour statistics, to guide countries in updating their existing statistical system in this field, or to establish such a system. The standards should also help to facilitate the international comparability of child labour statistics by minimizing methodological differences across countries.
3. The principal objective of child labour statistics is to provide reliable, comprehensive and timely data on the nature and extent of child labour to serve as a basis for determining priorities for national action for the abolition of child labour, in particular for the prohibition and elimination of its worst forms. Statistical information on child labour, and more broadly on all working children, should also serve as a basis for increasing public awareness of the situation of working children and support the development of appropriate regulatory frameworks and policies on child labour.
4. To fulfil the above objectives, child labour statistics should in principle cover all productive activities in which children are engaged, and measure these activities in terms of the time spent on

each one. Child labour statistics should be developed to the fullest extent possible in harmony with other national economic and social statistics.

Concepts and definitions

5. National concepts and definitions of child labour for statistical measurement should take due account of national country needs and circumstances. National legislation, where available, and guidelines provided by international labour standards or international instruments may be used as the starting point for developing statistical concepts and definitions of child labour. Statistical concepts and definition provided in this resolution may be used as a guide to the development of national concepts and definitions. This approach would make the resulting statistical concepts and definitions as close as possible to, and as coherent as possible with, national legislation and international labour standards.
6. International labour standards on child labour allow for exceptions to general prohibitions and provide flexibility for countries in their application. That being the case, there can be no uniform legal definition of child labour for universal application. Therefore, while national statistical offices are encouraged to align statistical concepts and definitions related to child labour as closely as possible with the prevailing national laws and regulations, the data collected should be sufficiently detailed and comprehensive to facilitate international comparability based on the concepts and definitions provided in this resolution.
7. The measurement framework for child labour involves two elements: (i) *age*, the element that specifies the target population of children; and (ii) *work*, the element that determines the range of productive activities within which child labour is to be measured. For statistical purposes, the two elements should be defined in a broad sense, so that the framework can be used to measure different subsets for different purposes.

Age of a child

8. In accordance with the ILO's Worst Forms of Child Labour Convention, 1999 (No. 182), and the United Nations Convention on the Rights of the Child, a child should be defined as an individual under the age of 18 years.
9. The target population for measuring child labour for the purpose of the present resolution comprises all persons in the age group from 5 to 17 years, where age is measured as the number of completed years at the child's last birthday.
10. National statistical offices may, however, in consultation with the responsible government offices for education and for child welfare, set the lower age threshold below 5 years if that is considered useful in the light of national circumstances. However, the lower age threshold should never be higher than the official age for entry into compulsory schooling.

Minimum age for work

11. Article 2 of ILO Convention No. 138 stipulates that the minimum age for admission to employment or work should not be less than the age of completion of compulsory schooling and, in any case, not less than 15 years. Countries where the economy and educational facilities are insufficiently developed are allowed, after consultation with organizations of employers and workers concerned, where such exist, to initially specify a minimum age of 14 years.
12. Children in the age group 15 (or the national minimum age for employment, if different) to 17 years are, in principle, allowed to work, unless they are in "any type of work which by its nature or the circumstances in which it is carried out is likely to jeopardize the health, safety or morals of young persons" (Article 3(1) of ILO Convention No. 138), or are engaged in one of the activities prohibited for children by ILO Convention No. 182 as cited in paragraph 33 below.

Children in productive activities

13. The broadest concept relating to the measurement of child labour is *children in productive activities*, that is, children engaged in any activity falling within the general production boundary of the System of National Accounts (henceforth referred to in this resolution as the "*SNA general*").

production boundary”). This would include working children (as described in paragraph 15 below) and, among others, children engaged within their household in *unpaid household services* (that is, unpaid production of domestic and personal services by a household member for consumption within one household), also commonly called “household chores”.

14. Statistics on children in productive activities should distinguish between the categories of working children, children engaged in unpaid household services, and children in other productive activities. Children who fall into two or more categories should be classified by each activity of their engagement.

Working children

15. The notion of work corresponds to the definition of employment specified in paragraph 9 of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment, adopted by the 13th International Conference of Labour Statisticians (1982). Accordingly, being “at work” covers persons engaged in any activity falling within the production boundary of the System of National Accounts (henceforth referred to in this resolution as the “*SNA production boundary*”) for at least one hour during the reference week. Children thus identified at work are termed *working children*.
16. The population of working children consists of those in *child labour* (described in paragraphs 17 to 20 below), along with children aged 12 to 14 years in *permissible light work* (described in paragraphs 40 to 42 below), and adolescents in the age-group 15 to 17 years engaged in work not designated as hazardous.

Child labour

17. The term *child labour* reflects the engagement of children in prohibited work, or more generally, in types of work to be eliminated as socially and morally undesirable.
18. On the basis of the SNA production boundary, *child labour* is defined to include all persons aged 5 to 17 years who during a specified time period were engaged in one or more of the following activities:
 - *hazardous work by children*, as described in paragraphs 21 to 32;
 - *worst forms of child labour other than hazardous work*, as described in paragraphs 33 to 34; and
 - *other forms of child labour* applicable to children aged 5 to 14 years, as described in paragraphs 35 to 37.
19. If, depending upon national policies and circumstances, the general production boundary is used for measuring productive activities by children, child labour will include, in addition to the provisions of paragraph 18 above, *hazardous unpaid household services*, described in paragraphs 38 and 39 below. For the sake of clarity, child labour estimated on this basis should be termed “*child labour (general production boundary basis)*”.
20. In order to facilitate comparison of child labour data across countries, when the general production boundary is applied for child labour measurement purposes, the estimates of child labour in terms of the SNA production boundary and those in hazardous unpaid household services should be shown separately.

Hazardous work by children

21. According to Article 3(d) of ILO Convention No. 182, hazardous work is defined as work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.
22. For the purpose of the present resolution, hazardous work by children is formulated in terms of the following operational definition:
 - (i) engagement for at least one hour during the reference period in tasks and duties of a hazardous nature for children [designated hazardous occupations]; or

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- (ii) working under hazardous conditions, for example, long hours of work in tasks and duties which by themselves may or may not be of a hazardous nature for children [hazardous work conditions].

Designated hazardous occupations for children

- 23. Hazardous occupations for children shall be designated on the basis of national laws or regulations, where they exist. In addition to the list of occupations prohibited by legislation, designated hazardous occupations for children may be identified on the basis of drafts or recommendations from competent consultative bodies, or detailed analysis of the hazard content of occupations, for example, by examining the rate of occupational accidents and diseases among children below 18 years of age or by conducting specially designed surveys on the hazard content of occupations of children.
- 24. Designated hazardous occupations for children should be defined consistently with the national standard classification of occupations, where such a classification exists, and, to the extent possible, with the latest version of the International Standard Classification of Occupations. To facilitate the identification of children engaged in designated hazardous occupations for children, occupation data should be coded to the most detailed level of the national occupational classification supported by the data.

Designated hazardous industries for children

- 25. Some forms of hazardous work for children may be measured in terms of designated hazardous industries for children in countries that have prohibited the engagement of children in specific designated industries, for example, construction, and mining and quarrying. Although the engagement of children in such industries is likely to expose them to risks at work, efforts should be made to gather as much information as practicable on the actual tasks performed by the child in order to determine whether or not the work is hazardous.

Hazardous work conditions of children

- 26. According to ILO Recommendation No. 190, the following criteria should be taken into account when determining hazardous work conditions of children at the national level:
 - (a) work which exposes children to physical, psychological or sexual abuse;
 - (b) work underground, under water, at dangerous heights or in confined spaces;
 - (c) work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads;
 - (d) work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health;
 - (e) work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.
- 27. The criteria in paragraph 26 above can be used as a base for constructing statistical variables for the measurement of hazardous work conditions of children. Each criterion provides helpful information for designing survey questions as well as answer categories to be administered in child labour surveys. Some hazardous work conditions by children may be directly identified by existing survey questions on industry and occupation; for others new questions would have to be designed.
- 28. Hazardous work conditions in terms of criterion (e), that is, work for long hours and night work, may be defined for statistical purposes as described in paragraphs 29 to 31 below.

Long hours of work and night work

- 29. A child is considered to be working *long hours of work* if the number of hours actually worked at all jobs during the reference period is above a specified threshold. The threshold may be determined in terms of the maximum number of hours of work that the national law or regulation sets for children who have reached the minimum working age. In the absence of such a specific limit for children, the threshold may be decided taking account of the regulation on the adult workers' normal working

time. Hours actually worked should be defined in accordance with the latest international standards on the topic.

30. *Long hours of work* may also be defined in terms of usual hours of work per week. The use of this concept would include as child labour any children who usually work long hours but during the reference period were temporarily absent from work owing to illness, holidays or for other reasons, or worked fewer hours than usual. It would exclude children who do not usually work long hours but happened to do so, exceptionally, during the reference period.
31. A child is considered to be *working at night* if the work schedule includes hours of work defined as night work prohibited for children under national definition, where it exists. In the case of children, the period of time spent commuting unaccompanied between work and home should be considered as part of the work schedule. Alternative statistical definitions of night work for children may be formulated on the basis of the ILO Night Work Convention No. 171 (1990), particularly Article 1(a) and (b). Where there is no legal prohibition of night work of children, national legislation and prevailing collective agreements, if any, on night work of adult workers could be used as the basis for determining night work of children.

Exceptions for children 16 to 17 years

32. According to Article 3(3) of ILO Convention No. 138, countries may exceptionally authorize employment or work in what may be designated as hazardous work, as from the age of 16 years, on condition that the health, safety and morals of the young persons concerned are fully protected and that the young persons have received adequate specific instruction or vocational training in the relevant branch of activity.

Worst forms of child labour other than hazardous work

33. According to Article 3 of ILO Convention No. 182, the worst forms of child labour comprise:
 - (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, as well as forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
 - (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
 - (c) the use, procurement or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in relevant international treaties;
 - (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

Activities covered under clauses (a) to (c) are referred to as the “worst forms of child labour other than hazardous work”, and often also termed “unconditional worst forms of child labour”. As mentioned in paragraph 21 above, activities under clause (d) are referred to as “hazardous work”.

34. Because of their hidden and illegal nature, the statistical measurement of the “worst forms of child labour other than hazardous work” poses considerable challenges. Efforts should be made to develop appropriate methods of data collection, using innovative approaches for the different forms of child labour referred to in paragraph 31(a) to (c) above.

Other forms of child labour

35. Child labour includes any work that is performed by a child who is below the *minimum* age specified for that kind of work (as described in paragraphs 11 and 12 above), and which is thus likely to impede the child’s education and full development. Where children in particular age groups are permitted to engage in “light work” under national legislation in accordance with Article 7 of ILO Convention No. 138, such work should be excluded from the definition of child labour.
36. For the purpose of the present resolution, child labour includes any *work* within the meaning of paragraph 13 above, of any duration, performed during the reference period by children in the age group 5 to 14 years, except “permissible light work” performed by children in the age group 12 to 14 years, as described in paragraphs 40 to 42 below.

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37. Begging or stealing by children would statistically qualify as child labour should the child be forced, or employed by an adult for a wage, to beg and/or to collect donations, or to steal. A child beggar or thief who is not forced or employed by an adult to beg or steal will also be classified as a child labourer if the conditions under which the activity is performed are hazardous for the child, although begging and stealing per se are not economic activities unless the goods acquired are resold.

Hazardous unpaid household services

38. *Hazardous unpaid household services* by children are those performed in the child's own household under conditions corresponding to those defined in paragraph 26 above, that is, unpaid household services performed for long hours, in an unhealthy environment, involving unsafe equipment or heavy loads, in dangerous locations, and so on.
39. In determining unpaid household services of long duration, the time spent on unpaid household services during the reference period should be added to the time which the child may have spent on other productive activities that fall within the general production boundary, inside or outside the home.

Permissible light work

40. According to Article 7 of ILO Convention No. 138, national laws or regulations may permit the work of persons as from 13 years of age (or 12 years in countries that have specified the general minimum working age of 14 years) in *light work* which is: (a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority, or their capacity to benefit from the instruction received. While a restriction on weekly hours of work is required for this age group, the determination of the maximum number of hours is left to the competent national authorities.
41. In determining the hours threshold for *permissible light work*, national statistical offices should take into consideration the stipulations set forth in national legislation or, in their absence, use a cut-off point such as 12 (or 14) hours during the reference week, based on Article 3(1)(c) of ILO Convention No. 33, which sets two hours per day, on school days or on holidays, with or without one rest day, as the maximum for permissible light work by persons aged 12 years or above.
42. In addition to the hours threshold, the definition of *permissible light work* may involve other criteria in line with the conditions for light work set under national laws or regulations. It may, for instance, limit its scope to the industries or occupations in which light work is permitted. In any case, permissible light work should exclude all activities considered to be hazardous work for children.

Children seeking work

43. National statistical offices are encouraged to collect data on *children seeking work* during the reference period, that is, children who were seeking work [as defined in paragraph 10(1)(c) of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th International Conference of Labour Statisticians (1982)]. The data should distinguish between those who were already working during the reference period and those who were not, and provide information on the type and duration of work sought. The resulting data may be useful in the estimation of the number of children "at risk of falling into child labour".

Economically active children

44. *Economically active children* comprise the total of *working children* as described in paragraph 15 above, plus *children seeking work* who were also available for work and without work in the reference period.

Unpaid household services

45. Child activity surveys have shown that unpaid household services, as described in paragraph 13 above, may absorb a considerable amount of children's time. Countries are therefore encouraged to gather data on unpaid household services by children, in terms of the time spent in such activities and the major tasks performed. Such statistics should be collected irrespective of whether or not hazardous unpaid household services are included in child labour.
46. Children engaged in unpaid household services should be classified by sex and age group in order to generate information for the formulation, monitoring and evaluation of policies and programmes aimed at combating child labour.

Data collection

Data collection methods

47. Child labour data collection methods can be quantitative, qualitative or a combination of both. The choice of which method(s) to apply will depend on the objectives of the inquiry, the type of child labour to be investigated, the levels of accuracy and reporting details required, and the availability of time, technical and financial resources. The kind of information to be gathered (quantitative data for estimating the prevalence of child labour and its distribution by relevant characteristics, or qualitative information for understanding the nature, causes and consequences of child labour) should also be taken into consideration. The principal methods for collecting reliable statistics on child labour are household-based surveys and establishment based surveys. Baseline surveys and rapid assessment studies also provide useful quantitative and qualitative information on child labour.
48. With the exception of special categories of child labour (such as children who live on the street, or those in the worst forms of child labour other than hazardous work), household-based surveys provide an effective tool for collecting a wide range of statistics on child labour and estimating its prevalence. A household-based national child labour survey may be designed either in a stand-alone way or as a module attached to another household-based survey. With regard to the latter, a labour force survey should be preferred, since similar concepts are applied and similar topics covered. The advantage of a household-based child labour survey is that the household is the most appropriate unit for identifying children and their families, measuring their socio-economic and demographic characteristics and housing conditions, obtaining information on the child's educational and work status including engagement in hazardous work, and assessing the determinants and consequences of children's work.
49. Two important issues in household-based surveys on child labour are the objective of the survey and the choice of respondents for interview. Child labour surveys may have either, or both, of the following two objectives: (i) measurement of the prevalence of child labour, and of variations in this prevalence by geographical location, household type and characteristics, children's school attendance status, gender, age group, and similar factors; and (ii) investigation of the circumstances, characteristics and consequences of child labour, such as the types of children engaged in work-related activities, the types of work children do, conditions at work, and the impact of work on children's education, health, and so on. To measure the prevalence of child labour, the appropriate survey structure is a child labour survey, which normally requires a simple and short questionnaire but a sample based on the general population. To provide measures relevant to the circumstances, characteristics and consequences of child labour, the preferred survey structure is a labouring children survey that involves more intensive data collection using a sample selected mainly from the population of working children. Where both objectives are targeted, the two survey structures should be linked. With regard to respondents, the general practice is to address survey questions to the most knowledgeable adult member of the household (or sometimes the head of household, who is often also the parent or guardian of the working child). However, sections of the questionnaire may be addressed to the children themselves, particularly on hazards at the work place, and the main underlying reason for working.
50. Establishment surveys administered at the children's workplaces (which may include home-based production units) seek to obtain data on the particulars of the production unit and the characteristics of its workforce, with a special focus on child workers. Information is sought on children's wages, hours of work, other working conditions and employment benefits, and injuries and illnesses at

work, as compared with those of adult workers. The perceptions of the employer regarding motives for hiring child workers, and the methods of recruitment, may also be explored. Child labour statistics from establishment surveys are, however, subject to limitations imposed by survey coverage, since small unregistered or unidentifiable units are likely to be omitted unless special efforts are made to cover them. Moreover, the problems of non-response and misreporting by respondents may affect the quality of the data obtained.

51. Another important data collection vehicle for child labour statistics is the baseline survey or study which aims to identify the characteristics and consequences of child labour in specific industries and/or areas at different points in time. It is usually linked to intervention programmes to combat child labour, and assists in the identification of project beneficiaries and in monitoring their withdrawal from work over time. A baseline survey/study generates both quantitative and qualitative data, applying a mix of sample survey and participatory approaches. If a suitable sample frame can be developed, the findings may be extrapolated to the whole industry and/or area surveyed.
52. For collecting information on children in hidden forms of child labour, rapid assessment studies are useful. Their output is mainly qualitative and descriptive and limited to a small geographical area. The method is not applicable if the aim is to estimate the number of child workers. Nonetheless, it can provide relevant data on the causes, consequences and characteristics of the form of child labour being investigated, relatively quickly and inexpensively for many uses, for example, awareness creation and project formulation. Its participatory approach, based on discussions and interviews with a variety of key respondents, is ideal for obtaining detailed knowledge of the working and living conditions of children involved in activities or occupations that are otherwise difficult to identify and characterize. Rapid assessments are therefore more relevant to research institutes and organizations, and for supplementing surveys carried out by national statistical offices.
53. A special rapid assessment form relevant to child labour is a street children survey. Street children fall mainly into two categories, namely: (a) those who live and work on the streets and by definition do not have any other place of residence; and (b) those who work on the streets but normally reside with their parents or guardians. Statistics on the activities of the second category may be collected through a household-based survey. Different survey methods are required for the first category, for which a commonly applied approach is a street children survey in which a sample of purposively selected street children and, if possible, their employers and/or clients are interviewed.

Ethical considerations

54. Respecting ethical standards during the data collection process is essential in child labour surveys. According to Paragraph 6 of ILO Recommendation No. 190, compilation and processing of information and data on child labour should be carried out with due regard for the right to privacy. National statistical authorities wishing to measure child labour should establish a set of ethical guidelines for child labour data collection, keeping in mind Article 2, paragraph 2, and Article 13, paragraph 1, of the United Nations Convention on the Rights of the Child. As a minimum requirement, care should be taken to ensure that the working children, especially those who are respondents, are not harmed as a consequence of the survey. Also, as for all statistical surveys, the respondent should be assured that the confidentiality of the information provided will be respected, as well as his or her anonymity.
55. It should be ensured that survey participation by child respondents is voluntary and that enumerators do not face any risks during data collection. The field enumerators should in turn respect the cultural traditions, knowledge and customs of the respondents. In addition, when interviewing children, enumerators should be sensitive to children's ways of behaving and thinking and avoid raising unrealistic expectations. Child labour data collection should be undertaken by persons specially trained for the type of survey being conducted.

Supplementary data sources

Review of available data on working children

56. A low-cost approach to child labour data collection is the review of data relevant to child labour contained in existing censuses and socio-economic surveys. Since child labourers constitute a relatively small population, data analysis based on these sources is an option for countries wishing

to compile basic data on working children at periodic intervals in situations where human and financial resources do not permit specific or modular child labour surveys to be conducted.

Education statistics

57. School attendance (or enrolment) rates to some extent reflect the engagement of children in what ideally should be their main activity. Although some children who attend school also engage in economic activities, and absence from school does not necessarily imply that a child is working, in the absence of a proper child labour data collection system, data on school non-attendance (or non-enrolment, if statistics on attendance are insufficiently developed) may be used as a proxy indicator for child labour.

Administrative records on violations of child labour legislation

58. In accordance with ILO Recommendation No. 190 (Paragraph 5(3)), relevant data concerning violations of national provisions for the prohibition and elimination of the worst forms of child labour should be compiled and kept up to date. In this regard, administrative records on: violations of child labour legislation in the form of cases brought to courts and other relevant official authorities, and convictions thereof; criminal prosecution of child traffickers and those engaged in the commercial sexual exploitation of children; and child rights abuses leading to revelations of forced or bonded child labour are useful sources of information that should be compiled to supplement national child labour statistics. Labour inspection reports might also provide useful supplementary information, to the extent that they provide information on under-age workers and hazardous working conditions.

Items of data collection

59. According to ILO Recommendation No. 190 (Paragraph 5(1)), detailed information and statistical data on the nature and extent of child labour should be compiled and kept up to date to serve as a basis for determining priorities for national action for the abolition of child labour, in particular for the prohibition and elimination of its worst forms as a matter of urgency. Moreover, according to Paragraph 5(2), as far as possible, such information and statistical data should include data disaggregated by sex, age group, occupation, branch of economic activity, status in employment, school attendance and geographical location.
60. Important items of data collection for the purposes of an informed statistics-based analysis of child labour and working children therefore include: (i) age and sex; (ii) geographical distribution by major administrative divisions; (iii) school attendance status; (iv) engagement in unpaid household services; (v) time spent in activities falling within the SNA production boundary; (vi) location of workplace; (vii) kind of economic activity (industry); (viii) occupation; (ix) working conditions including impact on children's health and education; and (x) income or expenditure level of the child's household.
61. For a comprehensive analysis of the national child labour situation, statistics on children's activities should be collected so as to facilitate classification of children by (a) school attending, and (b) non-school attending groups. Each group may be further subdivided into those engaged in (i) only activities included in the SNA production boundary; (ii) only unpaid household services; (iii) both activities included in the SNA production boundary and unpaid household services; and (iv) neither activities included in the SNA production boundary nor unpaid household services.
62. It would be useful for national policy-makers and other users to have the necessary child labour statistics in sufficient detail to allow data to be classified by urban/rural residency and, if possible, by the lower level administrative units of the country at which policy and programme interventions can be effective.
63. Important child labour statistics and indicators that should be collected and covered in a survey on children's activities are listed in Annex 1 to this resolution.
64. Child labour data collection in sufficient detail at regular intervals (as determined in the light of national data needs and resource availabilities) helps in monitoring child labour trends, and should also facilitate assessment of the effectiveness of policies and programmes implemented to combat

child labour. Sustainability of child labour data collection may be achieved most easily by identifying a few key child labour variables on which data are collected with assured regularity in an appropriate national household-based survey, preferably a labour force survey.

Global estimation processes

65. As progressive abolition of child labour has become a major concern of the international community, progress towards achieving that goal should be measured internationally as well as nationally. To that end, the procedure for identifying child labour for the purpose of ILO global estimates, as described in paragraph 67 below, provides a practical guide and may be suitably adapted (especially with regard to the minimum age for work and hazardous work that is prohibited for children, and with regard to the time thresholds for classification of light work and hazardous work).
66. Concerning global estimates, it should be noted that: (i) the estimate of children in the worst forms of child labour other than hazardous work can be only approximate, as robust methodologies in this regard await development; and (ii) the ILO global estimates of working children refer to children engaged in activities falling within the SNA production boundary, following the practice adopted in the available national estimates of working children.

67. I. Children in worst forms of child labour other than hazardous work (estimate) **U**
- II. The total of working children (denoted as “WC” aged 5 to 17 years, obtained from household-based surveys, and classified by layers as:
- WC in designated hazardous industries **A**
 - WC in industries not designated as hazardous:
 - WC in designated hazardous occupations..... **B**
 - WC in occupations not designated as hazardous:
 - ≥ 43 hours per week..... **C**
 - < 43 hours per week:
 - WC 5 to 11 years..... **D**
 - WC 12 to 14 years:
 - ≥ 14 hours/week..... **E**
 - < 14/hours/week..... **F**
 - WC 15 to 17 years..... **G**

Children in hazardous work = [A + B + C]

Children in work not designated as hazardous, but in work not permitted to them = [D + E]

Child labour = [U + (A + B + C + D + E)]

Note: This should be adjusted for the overlap, if any, between U and (A + B + C + D + E)

Working children in permissible work = [F + G], that is, working children who are not classified as child labourers

A diagrammatic representation of the above classification process is provided in Annex 2 to this resolution.

68. Since national lists of designated hazardous industries and occupations differ, the indicator to be used to arrive at global estimates of children in hazardous work should be the overlap among the lists provided in the national legislations that would constitute a “core” or “minimal” list of hazardous work prohibited for children.

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69. The basis on which light work in industries or occupations not designated as hazardous is determined for the purpose of the global estimates is the cut-off point of 14 hours per week referred to in paragraph 41 above.
 70. Due account should be taken of Paragraph 7 of ILO Recommendation No. 190, which stipulates that the data compiled should be communicated to the International Labour Office on a regular basis. National statistical authorities should collaborate with the efforts for global estimation of child labour in the world and its major regions. While national statistical systems may be expected to produce and disseminate child labour statistics in accordance with the applicable legislation and safeguards for the well-being of children in their country, the collection of national data sufficiently disaggregated in order to allow compilation of statistics for the purposes of global reporting is also required.

Further action

ILO manuals and questionnaires

71. To assist member countries in the task of collecting and analysing statistics on the various aspects of working children and child labour, the ILO should update its manuals and model questionnaires on child labour statistics when necessary and possible. Instructions for applying the provisions of this resolution must be clearly laid out.

ILO technical assistance

72. The ILO should expand its technical assistance programme on child labour statistics to support implementation of this resolution by member countries. Such technical assistance should include provision for technical advice and training targeted to enhance national capacities where required, and financial support to countries for child labour data collection and analysis, to the extent possible.
73. The ILO and its partners should engage in the development of appropriate statistical methodologies for generating reliable estimates of children in the worst forms of child labour other than hazardous work, and special groups such as child workers living independently or on the streets.
74. The ILO should facilitate the sharing of national experiences in the statistical estimation of children in worst forms of child labour other than hazardous work with a view to improving and accelerating the development of robust statistical measurement tools in this area.

Annex 1

Guidelines on child labour indicators

Category	Indicators	Suggested statistics
I. Indicator set: Prevalence and characteristics of working children		
Number and prevalence: Working children and child labourers	Working children/child labourers by activity and characteristics [by: age group, sex, school attendance status, region and urban/rural residency]	<i>Working children:</i> Number and percent of children who reported working for pay or profit (in cash or in kind, part-time or full-time), or working for a family enterprise (paid or unpaid), or as a domestic worker outside their own household for an employer (with or without pay) during the reference period. [Note: Whether the SNA production boundary or the general production boundary is applied for estimating “working children” must be clarified when presenting the data.] <i>Child labourers:</i> Child workers in one of the following conditions: (i) child is below the minimum age established in the legislation for the industry or type of work performed; (ii) child works excessive hours or more than the maximum established in the legislation for the age, industry or type of work; or (iii) work is one of the worst forms of child labour
Child categories by activities	Grouping of children by activities engaged in [by: age group/sex, and urban/rural residency]	(i) only study (ii) study + SNA production activities (iii) study + SNA production activities + unpaid household services (iv) study + unpaid household services (v) only SNA production activities (vi) only unpaid household services (vii) SNA production activities + unpaid household services
Duration of work	Number of hours worked [by: age group, sex, school attendance status, and urban/rural residency]	Number of hours worked per week
Distribution by industry	Working children by industry [by: age group/sex]	Number and percent of working children by industry
Distribution by occupation	Working children by occupation [by: age group/sex]	Number and percent of working children by occupation
Location of workplace	Working children by location of workplace [by: age group, sex, and urban/rural residency]	Number and percent of working children who work in the premises of own household versus away from the household; also, distribution by type of place of work

Category	Indicators	Suggested statistics
Status in employment and earnings	Working children by status in employment, and earnings with frequency of payment [by: age group, sex and urban/rural residency]	Number and percent of working children who work as paid employees (in cash or in kind), domestic worker for an employer (paid or unpaid), contributing family workers, or are own-account workers, or other. Earnings of working children with type and frequency of payment, whether paid to child worker or another person, and use of the earnings.
Workplace conditions	Working children by workplace conditions [by: age group, sex and types of adverse work conditions]	Adverse conditions at work place, due to industry or due to occupation of working child. (Number and percent of working children that report working with dust, fumes, gas, in a noisy environment, under extreme temperatures, with dangerous tools, underground, at a height, with insufficient lighting, with chemicals, or carry heavy loads, etc.)

II. Indicator set: Correlates and possible causes and consequences

School attendance	School attendance status and education level of all children [by: age group, sex, activity status and urban/rural residency]	Number and percentage of all children attending school, and their breakdown by those who are working children, those who do not work, and those doing engaged in unpaid household services only, as well as those combining one or more activities. Education level of all children (attending/not attending school) Working children who are school dropouts and working children who have never attended school (along with main reasons for dropout/not attending school).
Injuries/illnesses sustained at work	Injuries/illnesses among working children [by: age group, sex, occupation and recovery time]	Number and percent of working children injured at work among all who have ever worked, type of injuries and sickness due to work, whether or not medical treatment required, who paid for treatment, absenteeism, if any.
Socio-economic characteristics of household	Working children [by: various household characteristics]	Number of household members by age/sex/education status/economic activity status/relationship to household head (for each)/whether or not child is living with both natural parents and, if not, why. Household monthly income/expenditure, household non-fixed and fixed assets, etc.

III. Indicator set: Other useful statistics

Unpaid household services (household chores)	Children engaged in unpaid domestic and personal services for consumption within the same household [by: age group, sex, hours of engagement, and urban/rural residency]	Number and percent of children who report performing unpaid household services (household chores), number of hours engaged per week, and classified by major household tasks. The data should be compiled separately for school going and for non-school going children.
Children at risk of becoming child labourers	Children seeking work [by: age group, sex]	Number of children who are not working but are seeking work

Category	Indicators	Suggested statistics
Idle children	Idle children [by: age group, sex]	Number of children who are (i) not studying, (ii) not engaged in SNA production activities, (iii) not doing unpaid household services, and (iv) not seeking work.

Annex 2

Measurement of child labour for ILO global estimates

Age group		Children's work and employment				
		(1) Work not designated as hazardous			(2) Worst forms of child labour (WFCL)	
		(1a) Excluded forms of work	(1b) Light work	(1c) Other forms of work not designated as hazardous	(2a) Hazardous work	(2b) WFCL other than hazardous work
Children below minimum age specified for light work	Children aged 5–11 years	Non-economic production (mainly unpaid household services)			Hazardous work (in industries and occupations designated as hazardous, and 43 or more hours per week in industries and occupations not designated as hazardous)	Trafficked children for work, forced and bonded child labour, commercial sexual exploitation of children, use of children for illicit activities and armed conflict
Children within the age range specified for light work	Children aged 12–14 years	Work not designated as hazardous in activities included in the SNA production boundary performed for <i>less than</i> 14 hours per week				
Children at or above the general minimum working age	Children aged 15–17 years	Work not designated as hazardous in activities included in the SNA production boundary performed for 14 or more hours per week, but less than 43 hours per week				



denotes what is deemed as child labour by the ILO global estimates approach.