Guidelines for the Construction of a Holistic Care Model for Children and Adolescents in Domestic Labour

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PRESENTATION

Throughout the world, thousands of girls, boys and adolescents are involved in domestic labour in third-party households. Even though we cannot ascertain with great accuracy how many children and adolescents are working in this activity, we do know that it is the sector that employs the largest number of girls less than 16 years of age. These girls make up one of the most difficult populations to protect, since they do this work in private homes. Furthermore, their activities are generally not considered work, since they are considered as an extension of the obligations that they have in their own homes.

Although not necessarily all children working in the domestic sector are exploited, many of the girls and boys working in this sector are victims of exploitation, such as sexual abuse, mistreatment, discrimination, non-payment, exposure to hazardous products, long hours, limited educational opportunities and isolation from their families.

The International Labour Organisation (ILO), through its International Programme for the Elimination of Child Labour (IPEC), has been supporting activities to combat child domestic labour throughout the world. IPEC has proposed a double strategy, following-up on the provisions of ILO Conventions 138 and 182: the strategy is immediate withdrawal for girls and boys below the minimum age for admission to employment and for those working under conditions that are similar to slavery, or that have been victims of trafficking. In the case of male and female adolescents who have reached the legal age for work, the strategy is to ensure that they are not performing tasks that are hazardous and are working under safe conditions, enjoying all of their rights.

The activities undertaken during these years have allowed us to gain a wealth of knowledge and experiences, which IPEC is now in the process of documenting and disseminating. Proven good practices have been collected from the various projects and have been published in different documents that are available for those interested. This documentation effort has put together a tool that would define the steps and elements that are required in a holistic care model for this target group.

I wish to express our gratitude to all of the partners in IPEC, workers' and employers' organisations, governments and organisations within civil society, thanks to whose efforts the experiences that are the basis for this publication were documented and shared. We hope that this new methodological tool will be useful for them and for all those that are responsible for designing projects and activities targeting girls and boys in domestic labour.

Guy Thijs
Director
International Programme for the Elimination of Child Labour
International Labour Office

INTRODUCTION

These guidelines for the construction of a care model fall within the framework of the experience accumulated by ILO's interventions in Latin America and result from the initiative of the Sub-regional Project *"Prevention and Elimination of the Worst Forms of Child Labour in Central America and the Dominican Republic"*, which is being carried out under the International Programme for the Elimination of Child Labour (IPEC). Boys and girls working as domestic help in the homes of a third person constitute a large proportion of child and adolescent workers around the world. Among girls, domestic labour is the most common form of employment, whether paid or not. Child domestic labour has very deep cultural roots, which have provided it a degree of legitimacy, naturalising it and making it invisible as a type of exploitation. In this sense, girls and boys in domestic labour are among the most difficult populations to detect, protect and guarantee the enforcement of their rights.

Thus, the Sub-Regional Project *"Prevention and Elimination of the Worst Forms of Child Domestic Labour in Central America and the Dominican Republic"*, with financial support from the Government of Canada, has promoted a series of activities in research, care provision, awareness raising and dissemination of information on the problem of child domestic labour in order to incorporate it in the social agenda and offer services to children. The knowledge generated by the research on child domestic labour carried out at the beginning of the project allowed a visualisation of the particularities of the problem in each of the countries involved and posed the challenge of developing care programmes that could address the different requirements for protection, guaranteed rights, empowerment, and poverty relief that were required both for working children and their families.

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Some organisations within the civil society in the region had already developed proposals for working with this population; however, not all of them had a care model conceived from the human rights approach and a gender perspective, key elements to achieve support and effective withdrawal of the girls, boys and adolescents in domestic labour. In this context, the ILO/IPEC Sub-regional Project supported the development of pilot experiences in several countries. Each selected organisation implemented a care programme within its own guidelines in order to verify the model's efficacy and to generate recommendations and lessons learned.[1] Similarly, some of these organisations carried out systematisations, where they described and critically analysed the implementation of the care process, which provided significant information on its efficacy and the challenges faced by the different intervention proposals carried out.

With this process, it was possible to determine that there are few specific conceptual and practical tools available for defining the steps and elements required by a holistic care model for this population. Although the action programmes made advances in construction of this model, the information was not uniform, and, as mentioned above, each of these programmes used different strategies and emphasised different aspects of the care process.

From this perspective, the methodological strategy for drafting these guidelines was based

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1   The care programmes were developed by the following organisations: Child Defence International (CDI) in Costa Rica; Centre for Research for Feminine Action (CIPAF) in Dominacan Republic; Institute for Human Promotion (INPRHU) in Nicaragua; Association Conrado de la Cruz Project in Guatemala; Reyes Irene Valenzuela Project in Honduras; and Centre for Studies, Promotion and Social Assistance (CEPAS) in Panama.

mainly on the compilation and revision of documents produced by the Project, as well as by other programmes and institutions in different parts of the world that have dedicated attention to children and adolescents in domestic labour in private households. Similarly, a review of the literature available on care for girls and boys working in other activities was carried out, since many of their principles, elements and activities have been useful in drafting this proposal, especially if they were conceived from a rights and gender perspective.

For the purposes of this document, the holistic care model for girls and boys in domestic labour is understood as: 1) a process oriented towards social, cultural and personal change on the basis of equity, democracy, solidarity and empowering relations and 2) a system with an inter-disciplinary, inter-institutional and inter-sectorial character within a local, national and regional scope.

The preparation of these guidelines for holistic care for child and adolescent domestic workers has taken into consideration the different stages in a process of care specific to this population, i.e., the prevention, the strategies for detection, the withdrawal and protection, the type of care services that must be provided and the strategies for systematising and evaluating the experiences. The guidelines also take into consideration and integrate in an expressed manner those differences (gender, ethnicity, age, etc.) that make the situations of some vary significantly from those of others. Likewise, with this proposal the intention is to promote participation by children and adolescents in all stages of the care process, in order to contribute to their empowerment and to give them an active role in constructing their projects for personal and social growth.

Finally, it is important to point out that even though the original document was developed on the basis of an experience generated within the aforementioned Sub-regional Project, this document was revised by all of the IPEC personnel working in projects for the elimination of child domestic labour in the Latin American region and has incorporated work experiences of IPEC in other regions of the world, including Asia and Africa. Furthermore, in order to complete and publish it, resources were made available from the Project "*Prevention and Elimination of Exploitative Child Domestic Labour through Education and Vocational Training*", financed by the Government of the Netherlands.

I. CHILD DOMESTIC LABOUR: DEFINING THE TERMS

The employment of girls, boys and adolescents in domestic labour is a socially and culturally accepted practice in almost all of the world's societies. Together with slavery and the traditional devaluation of the tasks surrounding the reproduction of life, domestic labour is a very old occupation. A series of ancestrally accepted myths and stereotypes are concentrated in child domestic labour, which help to hide this activity, making it invisible and denying it as a form of exploitation. This leads to domestic labour's being one of the most common and traditional forms of child labour. In fact, the many studies carried out around the word reveal that there are more girls under age 16 years employed in domestic labour than in any other type of work (ILO/IPEC, 2004).

Child domestic labour takes place when girls and boys carry out domestic chores as an economic activity in the home of a third person, under exploitative conditions (ILO/IPEC, 2004). This definition recognises the practice of child domestic labour even when there is no payment in currency; that is, where the services are paid with room and board, clothing or assistance for attending studies. ILO-IPEC has also developed a guide to define what is understood by exploitative conditions in the case of child domestic labour. In this sense, it is possible to speak of exploitation and of intolerable forms of child domestic labour when at least one of the following conditions is met:

- When the work is carried out by children that have not reached the minimum age for work, according to the nation's legislation and international standards in this matter.

- When the work is carried out by adolescents of age for admission to employment, but it is carried out under conditions that are harmful for their health, safety or morality.

- When the child or adolescent is submitted to any of the unquestionably worst forms of child labour, defined in Convention 182, such as slavery, conditions analogous to slavery, trafficking, debt servitude, forced labour or in conditions of physical, emotional or sexual abuse.

By its very nature as a hidden occupation, carried out behind the four walls of the household, child domestic labour opens numerous opportunities for abuse, mistreatment and systematic violation of rights. In other words, the condition under which this labour takes place, beyond public scrutiny, frequently with no job protection or guarantees, places the children and adolescents in situations of tremendous vulnerability to abuse, neglect and exploitation. Once the boy or girl enters the dwelling of their employer, they are hidden and unable to make decisions freely about their own lives, and this places them in a high risk situation. For this reason, since 1989, the ILO declared that "*the girls and boys that work as servants are usually the most vulnerable and exploited, and the most difficult to protect*" (ILO, 1989). In this regard, there is a growing understanding that child domestic labour, principally taking place in the home of a third person, is a form *par excellence* of forced labour.

The children and adolescents in domestic labour are trapped in a destructive cycle of extenuating tasks and long working days that, on many occasions, allow them neither education nor recreation. Frequently abused or exploited and subjected to the discipline imposed by their employers, these children and adolescents are not even considered workers. Under relationships of supposed aid or collaboration, of servitude or of delegation of the family of origin's responsibilities to another family, the labour relationship is hidden and abuses are

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masked. In different places around the world, children are treated as true slaves, under the total ownership of the employer. Many times they are traded or sold and subjected to countless forms of abuse and aggravations and to arduous labour for many hours every day, seven days a week.

Furthermore, a significant number of child and adolescent domestic workers are given away by their families of origin and taken from their homes, thus cutting or limiting the family ties and support that eventually might be received from those who were close to them. This may be very painful for the child or adolescent and has many effects, both short and long-term, especially when their level of development and maturity is insufficient for facing separation from their family. Eventually, this separation leads to a definitive break in the ties these children have with their families of origin,

On many occasions, girls and boys who work in the home of a third person are placed in a situation of isolation and are separated from any possibility of establishing close and protective relationships. Even though they are not totally isolated, since they are in direct daily contact with the employing family, the social and emotional isolation within which they live, as a result of the ties based on subordinate labour relations (and not on love and affection), has consequences as serious as their physical isolation. Once again, the foregoing increases their vulnerability and exposes these children and adolescents to grave dangers.

1.1 Child Domestic Labour as a Hazardous Occupation

In spite of the potential abuses facing male and female child domestic workers, there has been a great deal of resistance worldwide to define this work as a "hazardous occupation". Rather, domestic labour has been considered "safe" labour, since it is carried out within the home. In fact, many families choose to have their children involved in domestic labour in the home of a third person because they believe that children are in a protected place, away from the dangers represented by other activities taking place in public spaces.

However, as numerous studies have confirmed, for many children, especially for the most vulnerable among them, the household may be an extremely dangerous and violent place, as well as a privileged space for the violation of their human rights.[2] Likewise, given that domestic labour is perceived as "safe" and as a means to obtain room and board and even educational opportunities, in some countries it is used as a trap to capture girls and adolescents for sexual exploitation or for other worst forms of child labour. (Visayan Forum Foundation, 2004; Kaddu-Serwadda and Tumusiime, 2004)

In the case of child domestic labour, recent studies have identified eight types of hazards or dangers inherent to this occupation. These are:

• Long working hours

• Heavy or dangerous physical labour

• Physical or emotional abuse

• Sexual abuse

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2   In this regard see, for example: Strauss, M.A., R.J. Gelles and S.K. Steinmetz. 1980. *Behind Closed Doors.* New Jersey: Anchor Books; Gordon, Linda.1988. *Heroes of their own lives: the politics and history of family violence,* New York: Penguin Books; Moller Okin, Susan. 1989. *Justice, gender and the family,* United Status: Basic Books.

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- Deficient living conditions
- Low wages or payment in kind
- Lack of educational opportunities
- Lack of opportunities for emotional growth and social development (Salter, 1996)

In fact, many of the conditions recognised by the ILO as "dangerous" in paragraph three of Recommendation No. 190, which accompanies Convention No.182 can be found present in child domestic labour, as is shown in the following table:

Dangerous jobs according to Recommendation No. 190 of ILO Convention No. 182	Conditions of boys, girls and adolescents in child domestic labour
a) Jobs in which the boy or girl is exposed to physical, psychological or sexual abuse.	Since child domestic labour takes place "behind closed doors", beyond legal and public scrutiny, the children involved are very vulnerable to physical, verbal, emotional and even sexual abuse.
b) Jobs carried out underground, underwater, at dangerous heights, or in closed spaces.	Frequently, child domestic labour is carried out in closed spaces, such as kitchens or other small rooms, without ventilation and with bad lighting.
c) Jobs carried out with dangerous machinery, equipment and tools or that implies the manipulation or transportation of heavy loads.	Girl and boy domestic workers must handle un-familiar electric equipment in the household, as well as cutting blades and sharps. Furthermore, they must handle heavy furniture and loads of water, firewood, clothes, food or others.
d) Jobs carried out in an unhealthy environment, in which children are exposed to elements such as dangerous substances, agents or processes, or temperatures or levels of noise and vibration that may be harmful to their health.	Boy and girl domestic workers are exposed the cleaning chemicals, inflammable and corrosive liquids, as well as hot objects and fluids from the stove. Furthermore, many of these children work under un-healthy conditions such as a lack of ventilation and high temperatures; often they are required to live in un-healthy places, sometimes with animals.
e) Jobs that imply especially difficult conditions, such as prolonged or night-time working hours, or tasks that retain the boy or girl unjustifiably in the employer's premises.	Many child domestic workers are on call 24 hours a day, since they can be called to attend the family at any time of day or night. Similarly, many of these children are confined in the homes of their employers, without the possibility of leaving for studies, or even to visit family or friends.

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It is clear that the type of potential hazards and dangers identified makes domestic labour carried out by children and adolescents in the homes of others fall under the category of "dangerous labour". In fact, when these conditions are compared with the definition used by ILO in Convention No. 138 for "light work", one can see that child domestic labour does not fall under this definition, understood to be: *"(a) not likely to be harmful to their health or development; and (b) not such as to affect their attendance at school"*. Thus it can be concluded that child domestic labour can only be performed by boys and girls that have reached the minimum age for admission to employment (generally 14 or 15 years). And if the tasks carried out by the children in domestic labour as a part of their job place their health or morality at risk, they can only be performed by those over age 18 years. Therefore, defining the hazards faced by the children in domestic service is crucial to consider its inclusion in the list of dangerous labour for children, which must be prepared by the countries that have ratified Convention No. 182.

1.2 Protection of Rights of Children in Domestic Labour according to International Norms

Due to its very nature, as a job with little recognition as such, producing no visible product with exchange value and due to the space where it is carried out, domestic labour has been excluded from regular labour legislation. In general, when it is included, it is considered as a *sui generis* form of labour, with a special contract, where the labour norms applicable to other occupations do not apply. This is due to the fact that domestic labour has been interpreted as an extension of "being female" and is a reflection of the conception that certain aspects of life in society, particularly those that take place within the household or within the so-called "private" realm, must lie beyond the control of the State and the scope of justice.

The situation of domestic labour carried out by adults is an obligatory point of reference in order to understand the conditions in which child domestic labour takes place in social and legal terms (Antezana, 2003). In other words, if adult domestic labour is already devalued and made invisible, this situation is even more serious in the case of children and adolescents. In fact, these work activities are devalued even further precisely because of their "child-like nature", which is assumed to be synonymous with inconstant, not serious, and of "helping" rather than working, given the supposed lack of skills or scant performance or results (Carcedo, 2004).

In this sense, child domestic labour is very frequently excluded from labour legislation regarding the minimum age for admission to employment and other labour norms. In fact, ILO Convention No. 182 does not openly contemplate domestic labour as one of the worst forms of child labour. From the foregoing perspective, it becomes necessary to analyse the particular conditions of this type of labour and their consequences on children, in order to extrapolate for international legislation those norms that could be applied in this case, even though domestic labour is not explicitly mentioned in these instruments.

Since 1930, ILO established its rejection of forced or compulsory labour for both children and adults in Convention No. 29. Thus, even though at that time it was not considered as such, it is evident that child domestic labour can take on the characteristics of forced labour, so that there is a moral and ethical responsibility for States and society in general to protect the child and adolescent population from these types of labour.

Furthermore, the United Nations Convention on the Rights of the Child (1989) recognises

the right of minors to protection by the State against economic exploitation and against the performance of any job that could be dangerous or hinder their education, or could be harmful for their health or physical, mental, spiritual, moral or social development. The promulgation of this Convention represented a benchmark in the development of international legislation, since for the first time in history, a normative body established special rights for all children, as well as the obligation of the signatory states to protect these rights and oversee their fulfilment.

The Convention concerning Minimum Age for Admission to Employment, No. 138, promulgated in 1973, defines child labour by using an age criterion, establishing that the age for admission to employment must not be lower that the age at which compulsory education is completed, which is to say, 15 years. Convention 138, however, does foresee certain flexibility so that countries can establish a minimum age below 15 years when their economy and educational infrastructure are insufficiently developed.

The Convention also defines what should be understood as "dangerous work" as "*any type of employment or work which by its nature or the circumstances in which it is carried out is likely to jeopardise the health, safety or morals of young persons*" and establishes that for incorporation into this type of jobs, the applicants must not be less than 18 years of age. Convention 138 also leaves open the possibility that national legislations may permit individuals over 13 years of age and less than 15 years of age to carry out so-called "light" work, as long as this does not affect their school attendance.[3] In this sense, the concept of "light work" is always linked to the educational imperative (ILO/IPEC, 2004).

On the other hand, ILO Convention 182 (1999) was promulgated after intensive lobbying and pressure by civil society for the establishment of international instruments and immediate actions to eliminate the worst forms of child labour (Visayan Forum Foundation, 2004). Although, as mentioned above, Convention 182 does not contain any specific disposition on child domestic labour, it is evident that the conditions under which this work is carried out configure a space and relations that are particularly propitious for child and adolescent exploitation. For that reason, many of the manifestations of child domestic labour can be clearly defined as worst forms of child labour, according to the definitions of Convention 182.

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In spite of the foregoing, national legislations in many countries tend to exclude child domestic labour from the established norms and regulations. In particular, in a majority of countries, their national legislation on the minimum age for admission to employment does not include child domestic labour. This is also a reflection of the difficulty of enforcing the law within the realm of the private home. Nevertheless, in the case of child domestic labour, it is crucial to abandon the idea that what takes place within the home is private and that it cannot be regulated or controlled by the State, especially when the fundamental rights of persons under conditions of inequality and subordination are in question. Thus, child domestic labour cannot be defined as an individual, private or family problem, but rather as a public problem tightly linked to the citizenry, that is, to society's distribution of duties and rights, of burdens and benefits, where child and adolescent domestic labourers are found in a situation of negation of their rights and benefits. In this sense, it becomes a moral and ethical responsibility of the State, of families and of civil society to oversee that the rights of these children are fulfilled.

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3   Some countries adopted the exception and set 14 years as the minimum age for admission to employment, so that "light" work can be carried out as of age 12 years.

> **Responsibilities of the States according to ILO Convention No.182 Article 7**
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> (a) Prevent the engagement of children in the worst forms of child labour;
>
> (b) Provide the necessary and appropriate direct assistance for the removal of children from the worst forms of child labour and for their rehabilitation and social integration;
>
> (c) Ensure access to free basic education, and, wherever possible and appropriate, vocational training, for all children removed from the worst forms of child labour;
>
> (d) Identify and reach out to children at special risk; and
>
> (e) Take account of the special situation of girls.

1.3 Difficulties in Addressing Child Domestic Labour

Designing and applying a model for the holistic care of children and adolescents in domestic labour requires that all individuals involved be aware of the difficulties inherent to the problem, which hinder its visibility, its recognition as a form of employment and thus, presents difficulties for identifying and reaching out to the affected children. There follows a listing of the major difficulties:

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- The domestic chores carried out by children and adolescents in the homes of a third person are not usually recognised as a type of work, due to the fact that they are carried out within a private milieu and under conditions that frequently conceal the labour relation and potential for abuse. Furthermore, there is a generalised belief that the household is a safe and protected space, which should be beyond the meddling of the State and other controlling agencies.

- Since it is a job carried out "behind closed doors", the children and adolescents involved are invisible and the working conditions are beyond public scrutiny. For this reason, it is difficult to reach out and protect them, as well as to investigate, document and address the problem.

- In many cases, not even the child and adolescent workers acknowledge themselves as such, but consider themselves to be "adopted" children.

- Due to the very conditions under which it takes place child domestic labour tends to be excluded from labour legislation. This contributes not only to hiding it as a type of work, but also produces a great deal of institutional reticence on dealing with it in policies, actions and interventions. This means that the generalised view on the inviolability of household privacy and the fears of affecting the rights of the employing family have a bearing on the lack of specific policies and institutional actions to recognise child domestic workers as such and to protect them.

- The agencies involved in protecting the rights of children and adolescents and, in many countries, even those that protect labour rights do not have personnel that are aware and trained to detect the presence of child domestic labour.

- For the abovementioned reasons, there is no systematic application of the usual mechanisms for labour protection in the case of domestic labour. In other words, in general, there are

no organised inspections, record systems or other mechanisms to control child labour. Therefore, in most of the countries there are no explicit provisions taken to guarantee the rights of children and adolescents whose labour activities fall outside the traditional canon of what is defined as work. This makes it very difficult to reach out to children who are in concealed situations of exploitation and abuse within the private households.

II. APPROACHES THAT ORIENT THE HOLISTIC CARE MODEL

In this section, reference is made to the approaches that orient and conceptual premises that support the proposed holistic care model for child and adolescent domestic workers.

2.1. Human Rights Approach

The Human Rights Approach implies a radical change in the traditional conception of childhood and adolescence centred on the doctrine of the irregular situation, which conceives of this human group as individuals that must be supervised in view of their social vulnerability. This approach leads us to recognise that all children and adolescents, regardless of their gender, culture, nationality or any other characteristic, possess the whole gamut of rights inherent to human individuals, as well as those called special or specific. In this sense, with this new approach the notion that minors, as beings who are not citizens and thus legally incompetent and merely passive receptors of protection, is left behind, to begin considering them as the subjects of rights and duties, according to their own particular condition of development. This approach also proposes that the State and society in general must guarantee the necessary spaces, opportunities and conditions so that children and adolescents may develop all of their potentialities.

The Human Rights approach implies the implementation, in some cases on a simultaneous basis and others consecutively, of individual and collective processes allowing a progressive redefinition of:

- Institutional practises aimed at fulfilling the rights to prevention, protection and participation of children and adolescents;

- The private, omnipotent and broadly discretional nature of the traditional family and / or custodial relationships; and

- The very forms of interaction of boys, girls and adolescents among themselves and, with the adult world or with institutions (Fundación Paniamor, 2000).

In the light of this approach, institutional and social care of the problem of child and adolescent domestic workers must have as its primordial aim the satisfaction of their higher interests and transcendence of traditional conceptions that favoured the interest of the family group over that of its members; this may inhibit the activation of external mechanisms of formal and informal social control that could prevent or put an end to situations that violate the rights of children and adolescents in domestic labour.

2.2. Power Approach

In this approach, power is recognised as the forces present in all types of relationships, determining the goal or purpose of these relationships and the benefits obtained by each party. It is assumed that this power is multi-directional -- it can be exercised from different places within the relationship -- and multi-dimensional, i.e., its exercise may liberate, emancipate, create, affirm or be oppressive, destructive and negative.

Especially in respect of relationships between adults and minors, particularly within the domestic environment, it is understood that these relationships are sustained by powers based on the differences in strength, maturity, knowledge and authority inherent in each of the parties involved. Between adults and children or adolescents, power relationships should create the conditions to propitiate optimal growth and development for each of the minors, guaranteeing the exercise of the rights and responsibilities inherent to each of them. Nevertheless, adult-centrism, social classes, racism and sexism lead to relationships between adults and minors, primordially those taking place within family and domestic life that are rife with abuse and violation of the rights of children and adolescents.

2.3. Gender Approach

Parallel to the rights and power-based approaches, a gender-sensitive analysis is needed to allow identification of the particular obstacles, which individuals of both sexes face because of their gender. The gender perspective will be used in this sense. It is an analytical concept referring to the meaning, relationships and identities built socially as a result of the biological differences between the sexes. Since gender converts these differences into inequalities, this concept is extremely useful for understanding the differential social standing of women and men and the impact this has on the organisation of social institutions. It is crucial to look at any social situation or intervention programme from a point of view that allows for comprehension of the differential effects on women and men. Thus, in this case, an effective gender analysis would include, *inter alia*:

- Understanding of the needs of girls and boys as well as the restrictions and opportunities for each one of them within a specific social context.
- The respective needs, options, strategies, opportunities and limitations of each of the genders.
- An analysis of the capabilities of existing institutions and their mechanisms for reaching girls and boys on an equal basis.[4]

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2.4. Life-Cycle Approach

This approach takes into account the point of an individual's development in his/her life cycle, in order to identify the forms with which adults can relate to children and adolescents, as a function of their possibilities, expectations, needs and priorities. Similarly, this approach considers the processes adopted by different societies and cultures to educate and socialise the younger generations and their rites of passage towards adulthood. This has tremendous importance, since in many human groups the way to educate girls and boys is by introducing them at an early age to the adult world of work and gender-differentiated roles. Likewise, the life-cycle approach requires of institutional interventions that they adapt in all aspects to the identity and characteristics of each age group (PLANOVI, 2002).

2.5. Multi-Cultural Approach

This approach emerges from recognition of the existence of Male and Female Others as subjects possessing a different culture, which must be valued and respected. Part of the

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4   Taken and adapted from *Integrando el género en las acciones contra el trabajo infantil: las buenas prácticas*. ILO/IPEC, Geneva, 2002.

process of admitting the damage done by colonial and racist systems to all those human groups that are not a part of the dominant cultural norm is found in the concern to develop actions that respect the culture of indigenous populations or of other ethnic groups, as a vehicle for equitable social development. Thus, any intervention that seeks to be respectful of the principle of multiculturalism must recognise the right of all those population and ethnic groups to revitalise, utilise, develop and transmit their histories, languages, oral traditions, philosophies, religions, writing systems and literature to future generations, as well as the right to their own lands and resources. In the case of child domestic labour, the multi-cultural approach is fundamental, given that racism, ethnocentrism and the devaluation of the individual from other cultural, ethnic or religious groups is one of the causes that promotes the exploitation and utilisation of these individuals as domestic servants, frequently in conditions of servitude.

2.6. Contextual Approach

The contextual approach recognises that the characteristics of children and adolescents, as well as their potentialities and needs vary according to the historical, socio-cultural and economic conditions of a specific society. Even within each society, the heterogeneity of life's realities and conditions create demands by collectives to receive assistance within their specificities. To utilise this proposal for holistic care, an analysis must be carried out of the context within which social relations fomenting child domestic labour come into being, given that the working situation of girls and boys in domestic labour is so different from that of other child workers, particularly with regard to the lack of clarity of their working conditions and their invisibility, since they are within private homes, which makes it necessary to have particular approaches for a good contextual basis. In this sense, any intervention strategy must take into account the problem of the communities of origin, the social, cultural and economic conditions and attitudes of the families, the attitudes of the employing families, existing institutional support (or possible support), the existence (or not) of mechanisms for co-ordinating local agencies and the existence (or not) of public policies or legislation relevant to the topic.

III. CAUSES AND DETERMINANTS OF CHILD DOMESTIC LABOUR

It is not feasible to develop a holistic care model for child domestic labour without understanding the multiplicity of causes that determine it. In that sense, any care model has to start from the premise that this is a multi-causal phenomenon in which a series of economic, social, cultural and institutional factors interact, so that actions must be developed that try to have a bearing on these determinant factors. There follows some of these factors that impel children and adolescents towards domestic labour in the home of a third person.

3.1. Poverty and Social Exclusion

In general, a majority of the studies carried out around the world coincide that poverty is one of the principal determinants of child labour. However, poverty is a complex phenomenon that should not automatically be dealt with as self-explanatory, causal or independent. In other words, poverty includes a series of elements of social exclusion, such as low family income, debts, migration, limited access to the labour market, to property, to credit, to services (education, health, etc.) and to productive resources. Each of these elements taken together, but also individually can create the context for many children and adolescents to be driven to work. Similarly, situations of war or natural disasters can also create temporary or permanent conditions of poverty and social exclusion that obligate families to seek mechanisms for survival, where one of them is to send the children into the world of work.

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Child labour becomes a mechanism for increasing family income, or at least for reducing expenses. The latter becomes one of the fundamental reasons why girls are sent to work in domestic labour in the home of a third person, even when there is no economic reimbursement involved. Thus, social exclusion and growing social inequality create conditions for child labour and for the utilisation of children as resources to be appropriated by the adult world.

3.2. Gender and Ethnic Discrimination

Although child labour has a close relationship with poverty and social exclusion, the fact that a very large proportion of this type of work is domestic, can be explained only by the gender factor. Moreover, in societies characterised by ethnic discrimination and racism, gender combines with ethnic background and produces an even greater exploitation of the girls and adolescents from historically discriminated cultural groups, and in some cases, of migrant populations. This phenomenon can occur because girls are socialised to see domestic labour as a destiny both inevitable and intimately linked to their feminine essence. Thus, it is assumed that any girl or adolescent knows how to carry out these tasks or can learn them easily, so, no prior preparation is necessary and no investment is needed in education or training (Sagot, 2004; Carcedo, 2004).

Therefore, in situations of poverty, the culturally discriminated groups are usually found among

the poorest, it is easy to recur to domestic labour for daughters as a viable option, which is understood to be "natural" by both the families of origin and those that employ them. Gender stereotypes and discrimination, as well as ethnic or religious discrimination in some cases, which serves to naturalise the inequality, turn the girls and adolescents into an accessible labour force that is cheap, malleable and exploitable in their own homes and those of others.[5]

Other elements also associated with gender can lead the girls into domestic labour; these include family violence, sexual abuse, neglect and exploitation in their own homes, where the girl is considered a servant of the men in the family. In these cases, the girls, desirous of escaping from these situations, find a solution in placing themselves as domestic help in someone else's household.

Changing gender roles, both masculine and feminine, also influence the problem of child domestic labour. For example, the phenomenon of paternal irresponsibility leaves the mother in charge of the whole family, which frequently obliges her to send her daughters and sons to work, as a survival mechanism. Other times, the mothers, as heads of household, also make use of the labour force of their under-age and adolescent children, when they need someone to care for their own younger sons and daughters, or to take charge of the tasks in the household, so they may go out and work.

Finally, it is important to acknowledge that, given the low participation of males in reproductive labour, even though there may be a father in the household, on many occasions it is child and adolescent domestic labour that makes possible the existence of two-income families. In other words, adult women, who previously were condemned to domestic labour as their sole option, can now participate in paid economic activities outside the home. It is ironic, however, that while child domestic labour has helped some women to free themselves from their traditional gender roles and tasks, many of these girls and adolescents find themselves trapped within the four walls of the dwellings of their employers, tied to a destiny of degradation and missed opportunities (Visayan Forum Foundation, 2004).

3.3. The HIV/AIDS Pandemic

In many countries, mainly in Africa, Asia and Latin America, the HIV/AIDS pandemic has created a social situation so precarious and despairing that it has impelled many boys and girls into the worst forms of child labour. This pandemic has exacerbated inequality and social exclusion; it has produced millions of orphans, and has worsened children's access to welfare and the most basic rights: i.e., it has intensified the social and economic conditions that lead boys and girls to work (Rau, 2003 and 2001). According to studies carried out in Africa, the HIV/AIDS epidemic has increased the child labour force by between 23% and 30% (Rau, 2003). In fact, in some countries, one-third of the boys and girls that are working are orphans as a result of AIDS (Save the Children, 2001).

As households lose one or two adult members as a result of the disease, family incomes deteriorate significantly and, furthermore, the social fabric of the nuclear family begins to unravel. It is in this context that children, especially girls, are withdrawn from school in order to save money or to care for those who are sick, or are sent into the world of work to generate income and thus compensate for the family's deficiencies. This is how children find themselves

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5 For further information on this topic, see: "El trabajo en casa particular." Asociación Proyecto Conrado de la Cruz. Guatemala, no date.

forced to enter the labour force, since their families are unable to cover their basic needs, including the costs of health care for those that are sick, without the children's contribution. Different studies carried out in Africa point to these significant changes in the nature and intensity of child labour as a result of HIV/AIDS. In that sense, although it is clear that the children carry out some domestic chores before a member of their nuclear family falls ill, once this happens, their participation in domestic as well as agricultural labour increases significantly (Rau 2003 and 2001).

Furthermore, according to reports from some African countries, when the children are orphaned, their probabilities for entering the labour force climb alarmingly. In fact, orphaned children are twice as likely to be working as un-orphaned children (Guarcello and Rosati, 2003). Grandparents or other relatives are the ones that generally take over caring for boys and girls orphaned by AIDS. In their relatives' household, frequently these children are obligated to assume the domestic chores or, if the economic situation is very difficult, they may be sent to work in other households, given away to other families or even given in matrimony to adult men with more resources. As a result, these girls and boys are exposed to severe conditions of exploitation and abuse.

Thus, the HIV/AIDS pandemic has generated extremely precarious conditions, particularly for poor families, which has opened new conduits into the worst forms of child labour. In particular, many children, particularly girls are forced into domestic labour in conditions that increase their vulnerability to exploitation and abuse, including sexual abuse. This, in turn, places them at risk of infection by the AIDS virus, so that the cycle of inequity and exploitation not only is repeated but also deepens.

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3.4. Social Tolerance

Child domestic labour has very deep cultural roots, which have granted it legitimacy and made it invisible as a form of exploitation. As was mentioned above, the fact that this work is seen as a part of women's "natural" tasks has made it easier for many families and employers to consider it an appropriate option so that many girls and adolescents can begin their training as a servant to the rest. This is reinforced when the girl belongs to a cultural group that is seen as "inferior" and at the service of society's dominant sectors. There is also a generalised belief that domestic labour is beneficial and formative for girls and that their employers are benefactors that help them to prepare for adulthood. Moreover, there are employers that consider that receiving a girl or boy from a poor or migrant family is an altruistic act helping relieve his or her family's situation, which must be acknowledged and appreciated as a favour received.

Migrant status adds very problematic elements to this logic of invisibility of child domestic labour and its material and symbolic devaluation, especially if girls or boys and their families are in an irregular status (Carcedo, 2004). In this sense, xenophobia and ethnocentrism favour the perception of a favour being granted by "accepting" the girl or boy into the household and that this justifies the exploitation and denial of the child's rights, especially to health, education, recreation and autonomy.

Furthermore, there is a great deal of ignorance regarding the hazards associated with child domestic labour. In many countries, domestic labour is considered a safe occupation for girls and adolescents, since this work is carried out within the four walls of the household under the surveillance of a family. There is also a widespread belief that this type of work can be a

route for access to education, especially for children from rural areas that move to the cities for that purpose. In other words, many of these children hope that the family for which they are working will grant them time to attend classes or even send them to school. However, in practice, child domestic labour becomes a constraint for the children hindering full access to their right to education and training.

Additionally, the social hierarchies that build adult-centred, class-oriented, sexist and racist relationships consolidate attitudes according to which individuals in the less favoured groups must serve, carrying out the less-valued tasks for members of the groups with greater material and symbolic power. Domestic labour is among these historically devalued tasks assigned to individuals from subordinated or discriminated groups. All of the foregoing legitimates child domestic labour in the home of a third person and opens conditions for exploitation and negation of the rights of the children involved.

3.5. The Lack of a Social and Institutional Response

The lack of social and institutional responses is extremely broad-ranged, insofar as this is the terrain of factors associated with macro-social aspects, i.e., with public economic and social policies, as well as with normative and attitudinal aspects (Sagot and Cheng Lo, 2004). With regard to the first factor, the absence of redistributive policies that guarantee all families development opportunities, decent jobs and access to good social services promotes and induces child labour. Reductions in social investment by a country generally mean that the families, particularly the women, must assume a greater burden to ensure the survival and welfare of their members.

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Moreover, the scant social investment and paucity of policies directed specifically at the population of children and adolescents, guaranteeing their access to quality education, health, and protection, promotes the insertion of girls and boys into the labour force. In many countries around the world, girls and boys deprived of education for economic reasons or those with negative experiences due to the poor quality or inappropriateness of this education, or who have suffered mistreatment at the hands of the teachers, seek incorporation into domestic labour as one of the few alternatives within their reach.

In normative terms, as a result of the notion that what goes on in the home is private, there is a generalised absence of laws, policies or regulations governing the performance of child labour in third party households. Although as a result of the ratification of ILO Conventions 138 and 182, all countries in the region have established norms for defining the minimum age for admittance to employment and the immediate suppression of the most intolerable forms of child labour, in general, these norms do not come to bear on the type of work carried out in the privacy of the home, the space *par excellence* where girls and adolescents are exploited. Neither have there been significant advances in the inclusion of domestic labour as one of the worst forms of child labour or in its definition as "hazardous work". As a result, there are few policies and programmes in existence aimed at withdrawing boys, girls and adolescents from domestic labour and the restitution of their rights.

Finally, another causal factor of child domestic labour is the ignorance and stereotypical vision of those responsible for protecting children. When families, communities and public institutions ignore or hide the problem as such and its potential hazards, they contribute to promoting child domestic labour, since they are not offering an adequate response in the face of the severity of the problem and the needs of these girls, boys and adolescents.

Causes and Determinants of Child Domestic Labour

Gender and Ethnic Discrimination

Social Tolerance

CHILD DOMESTIC LABOUR

Poverty and Social Exclusion

HIV/AIDS Pandemic

Lack of Social Response

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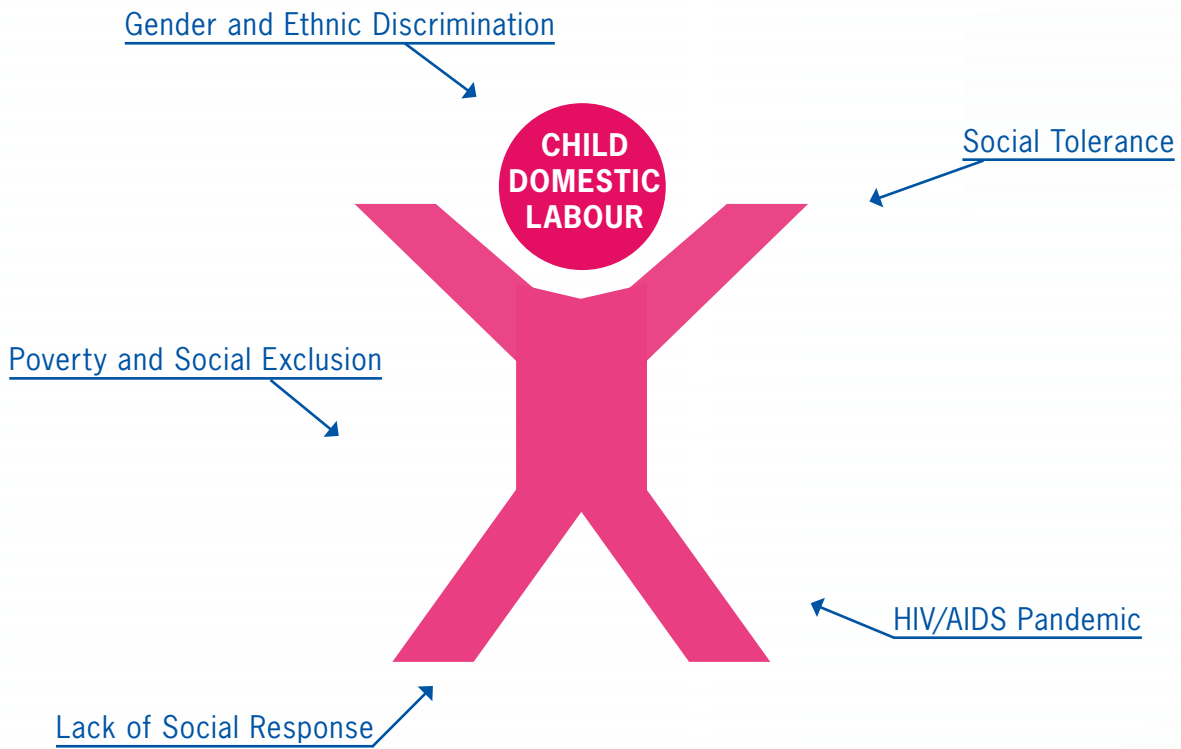
IV. COMPONENTS OF THE CARE MODEL

The guiding elements for this proposed model of holistic care for child domestic workers are based on the principles and criteria derived from a Children's Human Rights based approach, which govern the relationships of the adult and institutional worlds with this population in the light of the provisions of current legal frameworks, as well as other approaches presented in the Second Chapter. Some of these guiding elements are: the best interests of the child, the universality and integrated nature of their rights, the highest possible level of compliance by the State and involved institutions (commitment with the largest allocation of resources, in the search for solution and in the co-ordination of efforts), and evaluation of the risk of violation of rights and protection.

By putting this care model into practice, the implementing body can expect to achieve the following objectives:

- Prevent the recruitment and incorporation into domestic labour of children below the age for admission to employment.
- Withdraw from domestic labour those individuals below the age for admission to employment and those that are in the worst forms of child labour.
- Protect adolescent workers from abuse and exploitation in domestic labour.
- Enhance the welfare and social capacities of the children and adolescents in domestic labour, by guaranteeing their rights.
- Influence the development of legislation and public policies in order to defend, guarantee and promote the rights of working children.
- Strengthen the capacity of the families of origin to retain their children and adolescents and guarantee their rights.
- Strengthen the capacity of the communities and social institutions to prevent child domestic labour, offer protection to the children and adolescents and support the guarantee of their rights.

Experience shows that a preventive approach occupies a preferential spot within the overall strategy to confront the phenomenon, because prevention is better than a cure and has greater probability of leading to sustainable, long-term results. Measures for withdrawal and rehabilitation are needed, but since many countries have no resources to immediately undertake this type of measures on a large scale, the priority must be to immediately abolish the worst forms of child labour. Finally, protection of the working children must be considered a transitional strategy. Temporary measures to protect the children at work must be linked to concrete measures to withdraw them from on-the-job hazards. Otherwise, the protective measures tend to perpetuate the problem and not resolve it.

However, in the case of the children over a country's minimum age for admission to employment, but below 18 years of age, protective measures can change their situation, making them move from hazardous child labour to an acceptable employment. Thus, the protective measures should be reserved principally for this age group.

The actions foreseen within the framework of this holistic care model arise from the following specific principles:

- Prevention and protection of children and adolescents;

- Outreach to children, mainly those found in the worst forms of child domestic labour;

- Immediate withdrawal and guarantee of rights for those children in the worst forms of child labour (victims of trafficking, situations of slavery, semi-slavery, etc.);

- Immediate withdrawal, protection and guarantee of rights for children below the minimum age for employment;

- Protection of working children above the minimum legal age for admission to employment, in order to guarantee that they work in safe conditions and that their labour rights are respected (just salary, appropriate shift, among others) as well as their rights to education, health, autonomy and integrity;

- Develop their options to build an alternative life project;

- Work with the families of origin and the employers;

- Recognition and integration of differences (gender, ethnicity, age, working conditions, etc.);

- Active participation by children and adolescents in the care process;

- Empowerment of children and adolescents; and

- Articulation and integration of actions and services so that the responses to the problems are not proposed in an isolated manner.

Furthermore, before beginning the implementation of the care model, a series of factors must be taken into account, which has a direct bearing on child domestic labour. Thus, if an advance in the eradication of this form of exploitation is sought, it becomes necessary to pursue the following goals:[6]

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- Generation of specific data on child domestic labour and the main sites of expulsion and reception of children. It is also important to carry out studies to ascertain and focus on the demand for child domestic workers, since there is so little information on this topic. These data are necessary for the design of more adequate interventions in the face of the reality of the problem, as well as to demand changes in the laws and policies, and to seek a greater allocation of resources. Furthermore, more information needs to be generated about the relationship between the HIV/AIDS pandemic and child domestic labour, in order to articulate efforts and build synergies to face the problem in a holistic manner.

- Guaranteed, articulated and sustainable provision of quality basic services at local levels (governmental, communal and private) for child and adolescent domestic workers. All of these services, including legal protection and psychological care, if necessary, must be clearly interconnected with the efforts to return or retain children within the educational systems.

- Focus on and suitable solutions for those aspects of the educational systems that promote the withdrawal of many children.

- Development of alternative and non-formal proposals for quality education, as well as alternatives for vocational training that would provide children in domestic labour with different perspectives about their possibilities for the future.

- Promote the organisation and empowerment of children in domestic labour. In particular,

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6   These goals are an adaptation of those mentioned by the Visayan Forum Foundation of the Philippines, in: "Reaching out Beyond Closed Doors: A Primer on Child Domestic Labor in the Philippines", 2004.

leadership should be promoted and stimulated among the children in domestic labour, since it has been shown that they can become important promoters, as well as excellent service providers for their own sector.

• Develop the capacities for political impact among the local actors in order to offer contributions to the design and implementation of legislation and public policy in favour of working children.

• Produce and disseminate attractive materials with a useful content to provide information for children in domestic labour and to raise the awareness of the community, families and employers on the rights of children and adolescents.

• Develop community surveillance systems to prevent the smuggling and trafficking of children as well as their incorporation or re-entry to forms of abusive labour.

• Seek real income-generating alternatives for the families who send their children into domestic labour or are at risk for doing so and strengthen respectful family relationships that protect the human rights of all of their members.

• Immediate attention to and, over the long-term, elimination of class, gender, ethnic or religious inequalities that make certain children especially vulnerable or that foster conditions for their exploitation.

Based on the guiding principles, the objectives and the goals presented, the care model consists of the following components:

1. Prevention in the communities of origin and reception;

2. Strategies and guides to reach out for children and adolescents;

3. Basic elements and components of the direct care process;

4. Training for persons in charge of these components;

5. Systematisation and evaluation;

6. Monitoring and follow-up;

7. Principles of sustainability.

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Care Model Strategy

Prevention →

- Research
- Awareness raising and information
- Training
- Promote student permanence in the educational system
- Form Rights Clubs
- Community outreach and surveillance networks
- Work with families

→ • Communities of origin and reception

Directed care →

- Empowerment and personality building
- Formal education
- Vocational formation
- Activities through play
- Organisation and participation
- Integrated health care
- Legal services
- Work with families of origin and employers

→ • Children and adolescents in domestic labour
• Children at risk for domestic labour

Protection →

- Greater awareness
- Training
- Response to denunciations
- Telephone "Hot Line" for denunciations or emergencies
- Work with families of origin and employers
- Create community networks and service platforms
- Monitor adolescent working conditions

→ • Communities of origin and reception

Incidence →

- Influence on creation of laws, public policies and special programmes for child domestic workers.

→ • Government agencies
• Civil society
• International organisations

- Monitoring and follow-up
- Systematisation and evaluation
- Sustainability

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4.1. Prevention in Communities of Origin

Prevention in communities of origin must contain a series of indispensable elements, but the first of them is a situational analysis, in order to detect the communities that are most inclined to expel children to domestic labour in the home of a third person. Another alternative is to develop a care model in those communities identified as communities of reception of child labourers. Once the analysis has been carried out, action programmes must be established on a preferential basis in the communities where the most severe problems have been identified. When the community has been identified, an analysis is needed before initiating an intervention of this type, which will result in identification and classification of the persons in the community, into at least four groups to thus direct specific actions and design strategies for each of them:

- **Beneficiaries**. These are persons or groups that will directly benefit from the actions.
- **Potential Allies**. These are persons or groups with similar visions or objectives with regards to the problem.
- **Decision Makers**. These are influential individuals in positions of power or authority whose actions might have a positive - or negative - effect on the problem.
- **Adversaries.** These are persons or groups who have an opposing or conflictive view in respect of the objectives sought regarding the problem.

The preventive tasks in the communities of origin of the children and adolescents in domestic labour include, as a minimum, the following actions:

4.1.1 Training and Awareness Raising

This is aimed at children, adolescents, parents, possible employers, teachers, community associations, business-persons, unions and other workers' organisations, municipalities, churches and governmental and non-governmental institutions.

Actions for training and awareness raising involve at least three tasks that must be carried out simultaneously:

- Develop a programme of talks, video-forums, round tables and workshops adapted to the needs and characteristics of each group.
- Produce written and audiovisual materials (flyers, pamphlets, brochures, posters and radio and television spots).
- Execute an awareness raising campaign in local and national media.

The first step in the training and awareness raising process must be the definition and grouping into segments of the public that will be the audience of the actions; furthermore, a series of questions must be asked regarding their knowledge, perceptions, attitudes and practices with regard to the problem surrounding child domestic labour, as well as with regards to those organisations in the community that might act as allies in the process.

The following table presents some of the key questions that must be answered before beginning the training and awareness raising process.[7]

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[7] Adapted from: "*Contribución al ABC de la Comunicación para Prevenir y Eliminar el Trabajo Infantil Doméstico en Sudamérica*" Lima, Peru, ILO, 2004.

Categories	Key Questions
Knowledge - Perceptions	• What does the population know or perceive about the topic? • What type of beliefs can be identified in the population regarding the topic? • Are there any proposals for solving the problem? • Do individuals identify the levels of risk or harm caused by the problem?
Attitudes - Values	• Is the population aware of the existence of the problem? • Do individuals feel involved in the problem? • Are individuals aware of whom the problem affects? • How interested is the population with regards to the problem?
Organisations - Institutions	• Which organisations can influence the public to make them listen and respond to messages about the problem? • Which organisations can act as obstacles and impede the dissemination of the information?

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Once these questions have been answered, the materials and activities should be organised to provide relevant information to the different population segments to fulfil the following intents:

• Offer honest information on the reality of the problem for all sectors (taking into account the particularities of gender, ethnicity and the impact of HIV/AIDS, if necessary).

• Offer information on resources and options to support children in domestic labour (telephone numbers, meeting places, etc.).

• Change negative attitudes, destroy myths and promote interest in protecting child and adolescent rights, particularly the right to education and to not work before the legally permitted age.

• Modify negative practices and promote actions that tend to protect children and adolescents, particularly the most vulnerable and exploited ones (because of their gender, ethnicity, religion, family conditions, etc.).[8]

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8   To develop the training and awareness processes the teaching material found in the manual "Scream: *¡Alto al trabajo infantil! Defensa del niño a través de la educación, las artes y los medios de comunicación*", Turin, ILO-IPEC, 2002, is very appropriate.

It is important to point out that testimonials and life histories of the children and adolescents in domestic labour "touch people's hearts", so that they become very powerful tools in training and awareness raising efforts. However it is important to be clear that the children's images must be protected; thus, these images must be used only when absolutely necessary, and in a positive context that respects their rights. Similarly, for the use of images and experiences, it is important to have all authorisations necessary according to the national legal system, as well as the Convention on the Rights of the Child. Furthermore, the images used must not be degrading, negative or stigmatising. Finally, individuals from local institutions with social recognition in their communities become very effective spokespersons for the awareness campaigns, so that their participation in these activities is crucial for success with this type of programme.

In addition, to ensure the best and most effective implementation of the training and awareness raising activities, any action programme should have specialised personnel able to make the pertinent analyses, design communication strategies, design materials and prepare the training processes aimed at the different groups.[9] In order to achieve this, alliances must be carried out with institutions having complementary resources, since it is evident that the organisations responsible for the care programmes will not always have qualified individuals in all fields. This type of alliance is also beneficial since teamwork with other sectors and organisations can result in institutional strengthening in the subject matter, as well as in the possibility of offering integrated and more complete services to the target population.

Finally, before organising a campaign to raise awareness, it is important to assess how its impact will be evaluated and keep in mind that it is not ethical to develop this type of actions against child domestic labour without being responsible for the consequences that could arise from public dissemination of the problem. In other words, publicity generated around the topic may create expectations in the child labourers. In this sense, the interests and needs of the children in this condition must always come first, and no expectations should be created if the capacity for an adequate response to them is lacking.

4.1.2 Promotion of Enrolment Processes and Keeping Children within the School System

Faced by the realities of the economic and social problems occurring to the families from the impoverished sectors, as well as, in many cases, the lack of suitability of the study programmes and the scant stimulus offered to children within the school system, the promotion of processes for enrolment and keeping children within the school system requires a series of external actions. In this sense, it is important to always keep in mind that keeping children in the school system, as well as their reinsertion, demand systematic follow-up. It is also important to consider that given the difficult conditions faced by this population and the systematic denial of rights, many of these children may be semi- or non-literate. Therefore, any schooling process for working children or adolescents must also contemplate remedial literacy actions for those who made need them, prior to their entry into the formal or open school system.

Some of the minimal actions that must be carried out to guarantee access to education for the child domestic workers are:

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9   On this topic, consult the following text: "*Alto al trabajo infantil doméstico: Módulos de sensibilización y capacitación para trabajadora(e)s infantiles doméstica(o)s y sus familias*". San José, Costa Rica, ILO-IPEC, 2003.

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- Provision of scholarships for children from the most vulnerable sectors, particularly for those who for reasons of gender, ethnicity or because they have been affected by the HIV/AIDS pandemic, can be most easily expelled or hindered from attending educational centres. This will require processes of co-ordination with governmental and private agencies that can offer scholarships on a continuous basis.

- Permanent and systematic support programmes outside the classroom using creative and play techniques to promote the development of study habits that would allow them to improve their educational performance and reduce the possibility of expulsion due to low academic response.[10] For these ends, it is important to obtain the support of advanced or university students, retired teachers or other community members that are interested in involving themselves in this type of programme.

- Adaptation of spaces within the community that can serve as study-library-play centres for children in order to counteract the adverse material and social conditions reigning in their homes and which do not allow them to study or do their assignments and develop other skills.

- In some cases, it will be necessary to seek housing options for children and adolescents whose households are too distant from the study centres. In several countries they have used boarding schools run by religious organisations, shelters run by community organisations, or even families that are willing to receive these children without exploiting them. For all of this, careful scrutiny will be required of both organisations and families, to ensure that the rights of the children will be protected and respected in these situations.

- It is important to develop campaigns to modify legislation and even the personal attitudes of the teachers so that pregnant adolescents may continue with their studies on a regular basis.

- Co-ordination with the educational authorities is also important in order to create quality, open and alternative educational systems as well as to establish distance education systems, night or Sunday schools. In these cases, more than in others, extra-curricular support is required for the children, as well as the use of other media such as radio programmes to broadcast the lessons to their homes.

- Greater awareness and training for teachers and their union organisations so that they can pay special attention to children at risk of being expelled from the educational system, as well as to modify their relational and pedagogic methods to become a stimulus to keep the students within the system.

- It is crucial to provide particular attention to the most vulnerable persons, such as girls and the members of discriminated ethnic groups, in order to offer them special support programmes within the school system that will strengthen their sense of identity, self-esteem and capability, to see themselves as persons with rights, particularly to education.

Finally, it is fundamental to mention the critical relationship that has been established by ILO/IPEC between the right to education, the prevalence of child labour and the HIV/AIDS pandemic. This relationship is multi-directional between education and child labour, education and HIV/AIDS and child labour and HIV/AIDS. If these inter-relationships were recognised by all of society, it would facilitate the establishment of synergies between the different initiatives that

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10 On this topic, see the following text: "*Libros y juegos: Experiencia de atención directa a niños, niñas y adolescentes trabajadores domésticos en Costa Rica.*" San José, Costa Rica, DNI-ILO/IPEC-MTSS, 2003.

are being carried out to guarantee children's access to education, to eliminate the worst forms of child labour and to prevent and treat HIV infection. Education is so recognised as a predictor of better and greater knowledge, safe behaviour and a reduction in the rates of AIDS infection, that it has been described as a "social vaccine" against HIV/AIDS and child labour. In this sense, quality education, which includes sex education, empowers children and adolescents by providing them with greater information, better tools and confidence in themselves, so that they reduce the risks associated with the HIV/AIDS pandemic and of being driven into child labour.[11]

4.1.3 Creation of Clubs on Child and Adolescent Rights in Educational Centres

The creation of clubs on child and adolescent rights in communities and educational centres has shown itself to be an excellent strategy to maintain children in the system and even to reincorporate those that had been expelled. The clubs are groups of children and adolescents between 7 and 18 years of age which organise and establish meeting places to identify collectively their interests, needs and aspirations, which allows them to consolidate bases to construct their life projects and exercise their rights.[12]

The objective of these clubs is to construct a life project for the children and adolescents through a search for pleasure, meaning, fun and an appropriation of meanings and their rights. Thus these peer-groups become fundamental pieces in the construction of a life project and appropriation of rights by means of spaces for collective construction and reflection.

Support from educational authorities is needed to promote the creation of these clubs, since the clubs would operate in the schools and high schools. The clubs are created with the following objectives in mind:

- Strengthen children's and adolescents' creativity and talent by developing artistic, cultural, civic, recreational and training activities.
- Encourage club members' school performance.
- Promote spaces for individual and collective reflection, allowing the members to be fully conscious about their living conditions, their relationships with their peers, the family and the school, as well as making them aware of their own universal and particular rights according to their genders, ages, ethnicities, etc.
- Support the planning and execution of group projects in the clubs.
- Promote the formation of child and youth networks for participation and co-operation at local, regional and national levels.
- Motivate participation by parents in activities carried out by the youth clubs.
- Promote processes to prevent psychoactive substance abuse.
- Promote sexual and reproductive health among youths of both sexes.

The creation of the Rights Clubs requires the presence of a facilitator or "animator". This person is the one that can make it possible for children and youths to interpret their surroundings, themselves and others. S/he can channel ideas and thoughts in the children's

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11 "Combating and Preventing HIV/AIDS-related child labor in Sub-Saharan Africa: Pilot action in Uganda and Zambia." Project financed by the Department of Labor of the United States of America, 2004.

12 This topic can be found in "*Proyecto asistencia integral al joven a través de clubes juveniles. Lineamientos técnicos administrativos*", Instituto Colombiano de Bienestar Familiar. Santa Fe de Bogotá, Colombia, 1999.

search for interests, as well as the discovery of attitudes and aptitudes that facilitate for the club's members individually and collectively how to re-invent, question and build the foundation for their life projects from a perspective centred on their particular and universal rights.

In order for these clubs to operate, the facilitator must also be young, be recognised in the community, be accepted by the club's members and have experience working with children and adolescents. Moreover, s/he must be a person capable of organising and promoting play, artistic and cultural activities, so that life project construction and rights appropriation is carried within the play and recreation that is also a right of the children. It is also crucial to remember that all of this process must be developed with gender awareness and sensitivity to cultural diversity.

4.1.4. Creation of Networks for Community Influence, Protection and Surveillance with all of the Relevant Social Players

The main objectives that must motivate the creation of these networks are:

1. Childhood protection through actions that aid in preventing neglect, abandonment and even trafficking of children for purposes of labour exploitation, as well as their entry or re-entry into abusive labour.

2. Political influence through the provision of contributions to the design and implementation of public policies and legislation in favour of working children, taking into account the community's situation.[13]

The first action that will facilitate constitution of this type of network is training and greater awareness among all of the individuals, social and union organisations and other local entities that have been identified as potential allies. For this, it is important to chart the different agencies and organisations that could be involved. Once this identification has been made, the following steps are important:

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• An open and inclusive call to all those persons and entities that are interested in participating. To do so, it is important to include both the traditional key players: pertinent public agencies, unions and NGOs fighting for children's, adolescent's, women's and indigenous group's rights, as well as other sectors, such as HIV/AIDS prevention associations, those of parents, teachers, religious groups, community leaders, chambers of commerce, journalists, public figures and so forth. In some communities, it has proved beneficial to include the owners of means of public transportation, given their possible knowledge of trafficking networks or the way that children are mobilised towards the receiving communities.

• A major goal must be developed and a consensual plan of action must be drafted, which would allow the members to have clear goals and a tangible measure of the progress achieved. The foregoing is important so that the network remains united, a task that may be difficult. In this sense, there should be clarity in the definition of the network's vision and mission, as well as the responsibilities of each of its participating member individuals, sectors or agencies, so that the plan of action is built-up on the basis of a definition of realistic tasks and in accordance with the capacities of each member.

• A local entity with sufficient weight, leadership and social recognition should be identified

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13 On this topic, see the following text: Black, Maggie. 2002. "*Manual de incidencia: los trabajadores infantiles domésticos: cómo encontrar una voz*." Sussex, Anti-Slavery International.

to convoke the meetings, provide follow-up for the plan of action and mobilise network members in the face of situations that may arise.

• There should be clarity from the start regarding the co-ordination, articulation and communication mechanisms among network members, in order to guarantee transparency and good relations among all participants.

The existence of these communal networks has also been shown to be of fundamental importance to provide sustainability and backing to the initiatives for directed care for children and adolescents in domestic labour. The participation and involvement of these community players in the care programmes assists in the tasks of prevention, detection, protection and follow-up of the child domestic workers.

4.1.5. Direct Work with the most Vulnerable Families

This is to develop effective strategies to generate income and promote the establishment of relationships that are respectful and protective of the human rights of all members.

In preventive terms, working with the most vulnerable families must have as its core objective to avoid the entry of family members of less than 15 years of age into domestic labour. From this perspective, the work with families must be focused in two areas:

1. Income generation.
2. Strengthening the family to build respectful relationships that protect the Human Rights of all members.

Working with families implies carrying out a series of prior tasks in order to identify the most vulnerable groups and to draft a preliminary list or database. It is important to travel through the most precarious neighbourhoods and establish contacts with community institutions and leaders in order to facilitate identification of the families. Once the identification has been carried out the following steps should be followed:

• Approximation and contact (this process must be carried out in the most respectful manner possible to avoid causing resistance).

• Exploration of the family's global and individual member needs.

• Attention to basic needs and crisis situations

• Remission to basic social services in the zone (if necessary)

• In-depth knowledge and assessment of the family group

• Construction of an action plan for the family and for each member (if necessary)

• Follow-up and evaluation[14]

As indicated above, the construction of an action plan must be focused on income generation and fortifying the family. In terms of **income generation** some of the alternatives that can be developed are:

• Occupational or vocational training for family members over 15 years of age (females should be offered alternatives that do not reproduce traditional gender roles in employment)

• Access to micro credit.

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14 On this topic see the following text: "*Fortalecimiento a familias con niños, niñas y jóvenes trabajadores: un camino para la prevención y erradicación del trabajo infantil en Colombia*". Bogotá, ACJ-ILO/IPEC, 2005.

- Entrepreneurial training.

- Support for strengthening or creation of productive units.

- Support for employment linkages.

- Design of medical and social security micro-programmes, as well as support systems for the expenses associated with funerals for families affected by the HIV/AIDS pandemic.

Putting an income generation project into practice for vulnerable families requires co-ordination with all governmental and non-governmental agencies capable of support in crisis situations, as well as offering training alternatives, subsidies, access to productive options, housing, health services, pensions, credit, etc. In this sense, social assistance institutions are of fundamental importance, such as ministries of agriculture, housing, health, the economy, industry and trade, centres for vocational training, co-operatives and agencies providing support to children and women.

It is important to remember that different studies have shown that when the adult women in the family have a relatively greater control over the family's resources and more of their own assets, there is a greater probability that the children will be sent to school and not to work. In other words, if women increase their level of well-being and have access to better jobs and better income, this leads to a progressive reduction in child labour. From this perspective, important efforts in income generation activity should be centred on women, since they tend to invest the resources acquired in the family's welfare and protection of its children, more than the men do.

In terms of **fortifying the family to build respectful relationships protective of the rights of all members,** the first thing to keep in mind is that the family is not a static and homogeneous group. To the contrary, the family is an institution marked by hierarchies and relationships of power. In this sense, when working with families, the project cannot assume that their interests and needs are unified; rather, it is important to recognize the differences arising from gender, age and other factors. Thus, it should be taken into consideration that some members of the family, for example the girls and female adolescents, are more vulnerable than others. Therefore, three very important tasks must be carried when undertaking work with families in preventive terms:

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- Carry out a first evaluation of the factors that most affect the family's global situation.

- Compile initial information on the family's history, emphasising recognition of the differential roles by gender and age, ties, types of relationships that are established among the members, management of power and authority relations, accomplishments and difficulties of each of the members.

- Provide crisis assistance and remit to the appropriate agencies in case a situation requiring this is detected (sexual abuse, incest, physical violence, infections derived from HIV/AIDS, etc.). When a situation of this type occurs within the family, the process cannot continue without this having been resolved somehow. In this case, pursuant to the Human Rights Approach, care for the person directly affected has priority over any other action. In the event that a situation of abuse or violence is detected, a plan for safety and protection must be immediately developed. If it is not handled in this manner, there is a risk of increasing the conflict or the abuse itself.

The process developed with the families must include a minimal series of topics that will help its overall strengthening and that of each one of its members. Some of these topics are:

- Recognition and appropriation of the rights of each member, according to their conditions of gender, age, abilities, etc. An important element in this topic has to do with helping to recognise the importance of the value of education for the development of the family members, particularly the girls and female adolescents, to avoid reproducing the circle of poverty.

- Techniques for horizontal and democratic communication.

- Norms for non-authoritarian upbringing.

- Prevention of abuse and violence.

- Consensual decision-making.

- Conflict resolution.

- Hindered rights, particularly within the framework of child labour.

- Child and adolescent protection.

When working with families, it is also important to develop recreational and cultural activities with other families, as well as linking these with local networks. Similarly, group activities are important, such as community dialogues and joint working sessions. Finally, given the dynamic nature of the family, it is important to carry out evaluation and follow-up tasks once the fortifying processes have concluded.

4.1.6. Influence on Public Policy and Legislation in Favour of Working Children in Domestic Labour and Institutional Strengthening

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The development of a series of actions like those mentioned is fundamental in this area:

- Inclusion of the child domestic labour problem into national plans against child labour in order to create synergies among the different initiatives aimed at combating this type of labour and enable incorporation of the topic into the agendas of relevant organisations and even national policy.

- Promotion of legal frameworks that take into consideration the needs and realities of children and adolescents in domestic labour. These legal frameworks must contemplate, at least, the minimum age for a worker to live in another's home, the possibility of carrying out inspections in the dwellings where it is suspected that children are working, the definition of domestic labour as a hazardous activity and the modification of its status as a special regime. Moreover, other legal changes can be sponsored, such as a compulsory registry of all children by domicile and family of origin.

- Improvement in the mechanisms for the administration of justice in the case of child domestic labour, this is necessary because modifications in legal frameworks will have no significant impact if they are not also accompanied by a transformation in these mechanisms to guarantee an effective approach that takes into account the realities of the children and adolescents in domestic labour.

- Strengthening of the relationships among civil society, the State and relevant international agencies to share the knowledge and foster the development of consensual views of child domestic labour and the policies that must be implemented in order to prevent and confront this phenomenon.

- Incorporation of the relationship between the HIV/AIDS pandemic and child labour in the development of public policies and integration of initiatives to prevent and confront child

domestic labour with local and national initiatives in the fight against AIDS.

- Promotion of the active participation and inclusion of the voices and experiences of child domestic workers in legal reforms and proposals for public policy processes. The minors in domestic labour should play an important role in the activities defending their cause, as protagonists or spokespersons of their own reality.

4.2. Strategies for Reaching Out to and Attracting Child and Adolescent Domestic Workers

The fundamental principle that must orienting the outreach efforts in a holistic care model is that outreach is not an end in itself, but a means to initiate a process of protection and the guarantee of rights for children and adolescents. In other words, once a child has been contacted an ethical commitment is created to not abandon her or him to his or her own fate; to the contrary, this must be the beginning of a process to evaluate the situation and risks and search for pertinent solutions to offer the child viable alternatives of protection and a guarantee of her or his rights. In cases where severe violations of the child's rights are detected (victims of trafficking, conditions of slavery, semi-slavery, physical or sexual abuse, among others) the actions must be undertaken immediately, where the first step is rescue, denunciation and effective protection of the girl or boy affected.

One fundamental element of the outreach process is the identification of the routes for recruitment into domestic labour, which change significantly according to the context and conditions in each community. In this sense, the identification of individual cases is important, since it allows specific boys and girls to be rescued; however, the fundamental objective of the outreach tasks must be the identification of the routes and factors of vulnerability that lead to domestic labour, in order to prevent recruitment. In many cases, intermediaries have been identified; in others, the girl and adolescent domestic workers themselves provide information on employment possibilities. In any situation, it is important to carry out an analysis of each context in order to detect these factors of vulnerability, as well as the most frequent routes that lead minors into domestic labour in the home of a third person.

Outreach in the case of child domestic labour is particularly difficult due to the nature of the problem, i.e., hidden within the four walls of the household and blanketed by a series of myths and euphemisms. In this sense, it will only be possible to access child and adolescent domestic workers through personal contact. A priority when the first contacts are established will be to obtain the trust and participation of child domestic workers, without intimidating them or giving them cause for further concern.

The outreach process can begin on the basis of a suspicion or by direct identification. To this end, it is important to keep the meaning of these concepts clear:[15]

Suspicion: There may be a suspicion that a minor is working in domestic labour under conditions of exploitation on the basis of the presence of a series of behaviours or indicators:

- Irregular attendance at school or exclusion from school.
- Sleepiness and difficulty in concentrating at school.
- Poor educational performance.

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15 The definition of these concepts has been adapted from: Claramunt, Cecilia. 2004. "*Explotación sexual comercial de niños, niñas y adolescentes: guía para la detección.*" San José, ILO/IPEC-Fundación Rahab.

- Frequent presence of the boy or girl in markets, parks, shops, bakeries and other commercial establishments as a part of his/her domestic chores.
- Frequent or permanent presence of the minor in the home of the third person.
- Signs of mistreatment or neglect.
- Belonging to a family in conditions of social exclusion (extreme poverty, unemployment, low educational levels, marginality, presence of HIV/AIDS infection, among others.)

Identification: Occurs when a child speaks of her/his working situation. The situation may be identified directly or by reference from third persons or institutions.

Outreach: Outreach must be understood more as a process than as an action. It is defined as a set of procedures to confirm the suspicion and evaluate the situation. Thus, it demands that the persons in charge of carrying out the process are trained and aware of the issue.

In this sense, the persons in charge of establishing the contacts and developing the outreach process must meet a series of requirements:

- Able to work with and establish empathy with children and adolescents.
- Trained on the topic of child and adolescent rights and child domestic labour.
- Comprehending and empathetic attitude towards the socially vulnerable and disadvantaged groups.

Many experiences in different countries around the world have shown that the ideal individuals to carry this out are youths that have performed domestic labour, since they have greater capacity for empathy and establishing communication with the same codes as the children and adolescents they are trying to contact. It is preferable that they speak the same language and are capable of reaching out to child domestic workers to be able to introduce them into the topic and support their immersion into the care process. These same individuals must provide follow-up to the children and adolescents contacted, becoming a model and an example of personal improvement to be followed.

The identification of children and adolescents must follow several paths depending on whether they have attended school or not.

- **Schooled Population:** in this case direct efforts with the teachers are fundamental, since they generally have *prima facie* information on the conditions of their students. Similarly, the teachers, school directors and school supervisors are the persons capable of detecting whether a person is absent or drops out of school; i.e., they can provide information that will allow a follow-up of the children that have been withdrawn from the educational system or that currently have problems of absenteeism or low school performance. It is important to keep in mind that children that are already involved in domestic labour, regularly attend open, distance, night-time or weekend, among other modes of education. In this sense, particular attention must be paid to educational personnel and they must be trained and made aware of the following topics:

1. The concept of child domestic labour.
2. The conditions under which this activity takes place.
3. The causes or determinants of child domestic labour.
4. The national and international legal framework.

5. Strategies for prevention and outreach.

6. The role of education in the prevention of child domestic labour, emphasising their role as educational personnel for this population.

• **Non-Schooled Population**: in these cases, it is important to recur to a series of community agencies, such as churches, neighbourhood associations, trade unions, community promoters, youth leaders and parents' associations from the educational system. It is also important to seek out more informal strategies, such as visits to parks, bus or train stations, places of worship, ports or docks, markets, places of recreation, and the use of the "snowball" technique, i.e., identification of other children by those that have already been identified. In some cases, it will be necessary to carry out censuses of the child and adolescent population present in the different households in the zone in order to detect if there are children present in servitude or other situations that might hide child labour and abuse.

Once the contact has been made and the outreach process has been carried out, the following elements must be taken into consideration:

• The nature of the child's possible participation in a care programme must be explained in a simple and appropriate language.

• No promises should be made than cannot be kept.

• No expectations should be created that cannot be met.

• Every effort must be made, so that the children and adolescents fully understand the nature of their participation and the possible implications.

• When dealing with minors to protect and guarantee their rights, their participation in the care programmes cannot be subject to conditions placed by adults or that demand *a priori* commitments from the children.

Once the contact and outreach process have been carried out, the holistic care plan has to be in operation for the child domestic worker. The elements in this plan follow:

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The outreach process
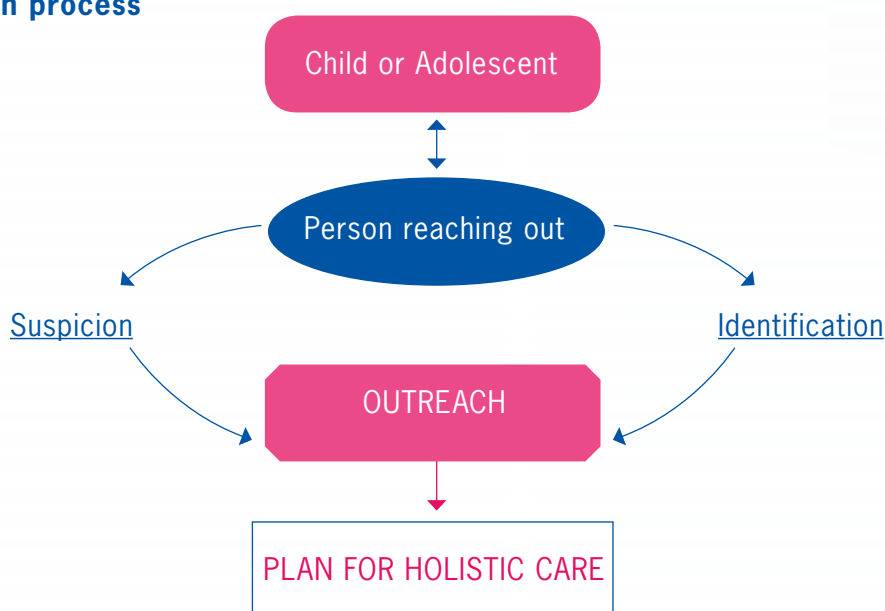
4.3. Basic Elements and Components of the Direct Care Process

The main objectives of direct care are protection, guaranteed rights (to education, integrated health care, recreation, not working before the age permitted, enjoying adequate working conditions after reaching employable age, to denounce exploitation and demand for their rights), personal growth and empowerment. A proposed model for holistic care of child domestic workers must address the different problems and needs related to their current situation, taking into account their particular and concrete living conditions. Furthermore, it is essential to guarantee the active participation of children and adolescents, as well as their families, in the complete holistic care process, whenever possible. Thus, regular consultations should be carried out with the child workers as part of the daily programme activities.

Elements and components of the direct care process

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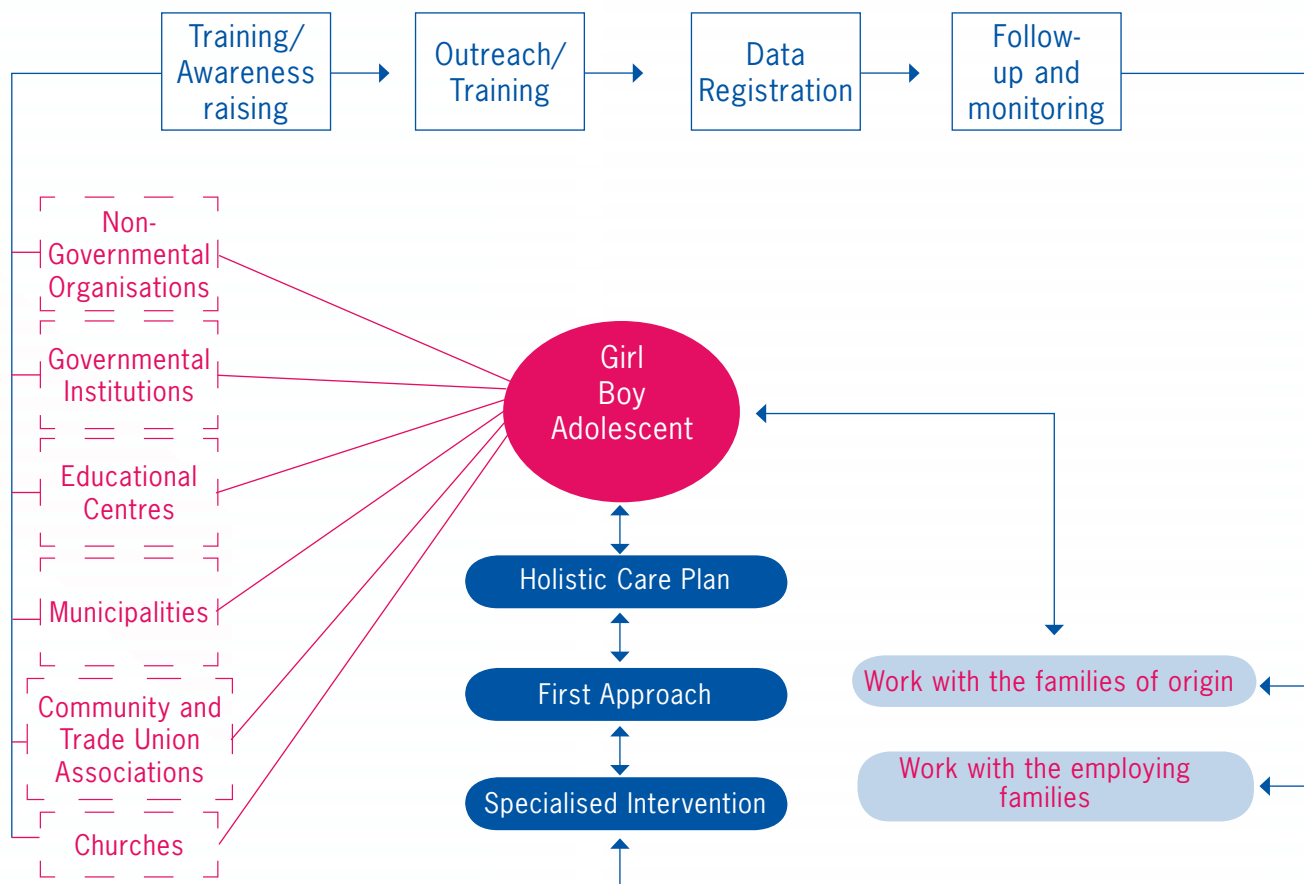
Within the care process, particular care should be given to age, gender and ethnic conditions, always placing emphasis on those individuals in the worst conditions or most affected by the problem. In other words, any programme must give priority and care preferentially for those who are more vulnerable, such as, for example, girls, female adolescents, minority groups or those historically discriminated against and those affected by the HIV/AIDS pandemic. In particular, strategies must be established to provide differential care for children found in the following situations:

- **Worst forms of child domestic labour** (victims of trafficking, conditions of slavery, semi-slavery, physical or sexual abuse, etc.): in this case, they must be withdrawn immediately, proceeding to denunciation, effective protection and a guarantee of all their rights (to personal integrity, integrated health care, education, recreation, the family, autonomy and welfare).

Flowchart for care of minors in the worst forms of child domestic labour
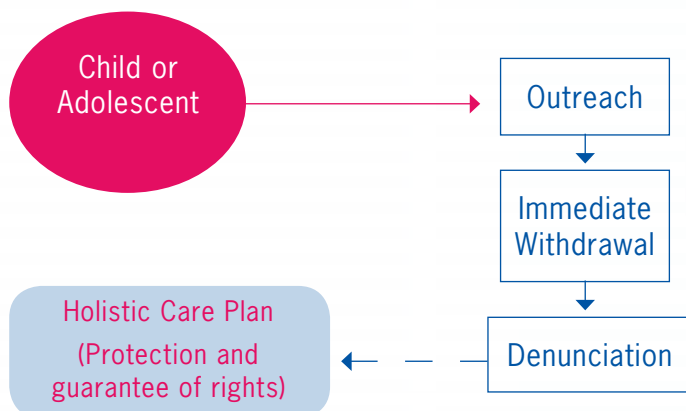
- **Children and Adolescents below the permissible age for employment:** in this case, the children must be withdrawn and incorporated into a care programme in order to initiate a process of protection and guarantee of their rights; in particular, their insertion / re-insertion into the educational system must be guaranteed and their school performance and living conditions monitored.

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Flowchart for the care of minors below the age permitting access to employment
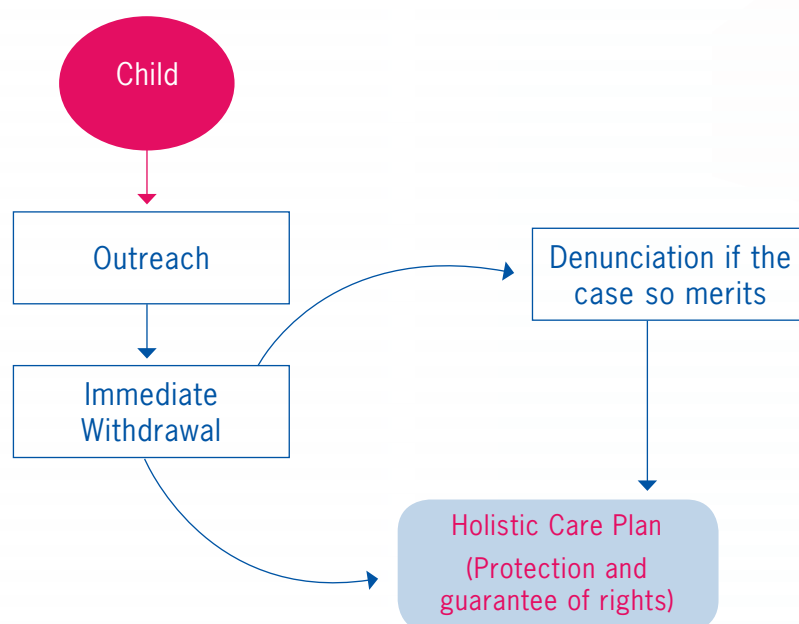
- **Adolescents of age for admission to employment:** in this case, besides guaranteeing their basic rights (education, integrated health care, recreation), they should be offered vocational training, support in the search for a decent job, training in occupational health and accident prevention in the home, as well as legal counselling and instruments to guarantee that they can demand for their labour rights.

Flowchart for the care of adolescents

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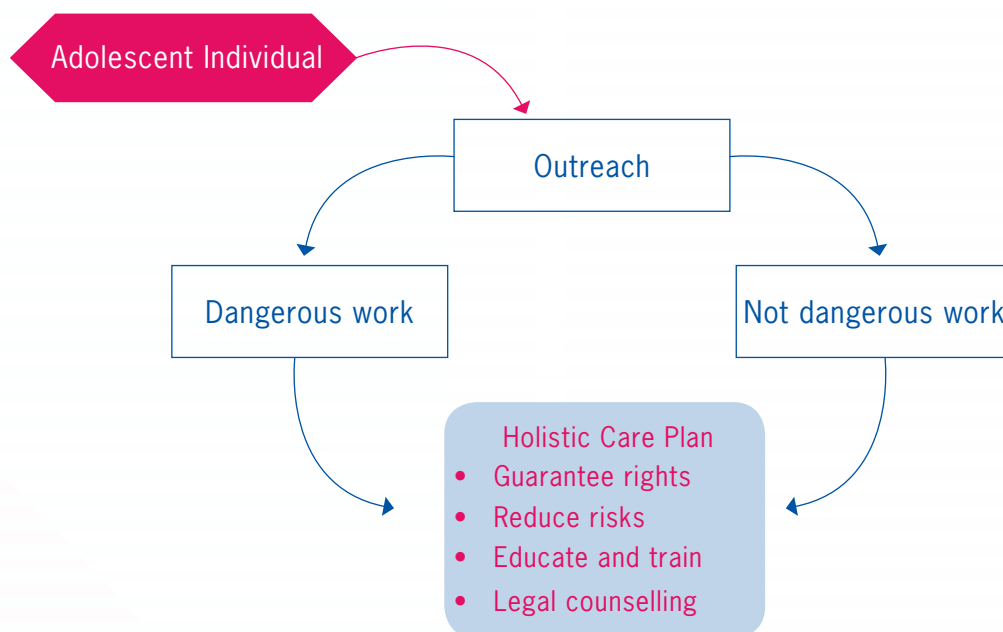
4.3.1. Treatment of Emergency Cases

It is important to be clear that whoever carrying out an intervention with children and adolescents in domestic labour should always be ready to provide emergency assistance for those that are in danger or are victims of the worst forms of child labour. In these cases, the appropriate institutional resources must be identified beforehand to immediately remit the boy or girl. Furthermore, any agency carrying out programmes for children in domestic labour must be prepared to respond efficiently and responsibly for the children fleeing from grave abuses and who need temporary refuge. Thus it is important to have clear guidelines on the shelters or welfare institutions that can offer some type of housing and a protective environment.

Particular importance must be given to cases where a child or adolescent is found with an irregular migration status. If this person is found to have entered the country by being trafficked, this person should immediately be given a special alternative protection, a denunciation should be lodged and the consulate of the country of origin should be contacted to report on his/her condition and to begin the process for contacting the family of origin and eventual repatriation, if conditions are safe and propitious. If repatriation is not possible, the process to normalise his/her migration status should be undertaken. If the minor entered the country illegally with his/her family of origin, an attempt should be made to contact the family and support the legalisation of the family group's migration status.

It is also important to take into consideration the situations where the transfer from his/her community of origin to domestic labour is the result of internal trafficking. The foregoing requires taking the corresponding protective measures indicated above, as well as evaluating the possibilities of reintegration to the family of origin.

In some countries it is also important to take specific measures for special care of children who have been affected, infected or orphaned as a result of HIV/AIDS. This group includes underage individuals living in households where a family member is ill, boys and girls infected by the virus, those that have lost their father, mother or both, and those that are at risk of being infected, such as girls in domestic labour who are victims of sexual abuse. Different studies carried out by ILO/IPEC in Africa have shown that many AIDS orphans are recruited in rural areas for domestic labour in urban areas, leaving these boys and girls with no support and protection systems. In such cases, special measures are required to effectively protect the children, as well as to guarantee their rights, principally their right to education and to integrated health care.

For all of these situations, it is important to be clear about the mechanisms and legal options in case it becomes necessary to lodge a formal accusation or bring suit. This decision must always be taken with the child's best interests as the guide. In other words, before taking the case to court, the minor must be consulted, as well as his or her family and if possible with the best of legal counselling. To summarise, in these cases the best interest of the child is utmost.

4.3.2. Caring for Male Children and Adolescents

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Although many studies have determined that the main victims of child domestic labour are girls, given traditionally assigned gender roles, one must not lose sight of the fact that there are boys and male adolescents involved in this situation. The presence of boys and adolescents in tasks traditionally considered feminine represents a particular challenge for reaching out to them, and providing protection and care, since many attempt to hide their insertion into this type of labour for fear of being robbed of their masculine identity. As mentioned by several authors, adolescence for males signifies leaving their mother's world, and that of the women of the household, and establishing a "manly" identity (Garita, 2004). In this sense, their participation in domestic labour in the household of a third person may question their manhood in a fundamental stage of their process of gender building, which may create sentiments of shame and humiliation.

The need to distance themselves from the definitions of femininity associated with submission and vulnerability may lead boy domestic labourers to veil even more the nature of their labours and show their resistance in the face of obtaining aid and protection. From this perspective, particular strategies must be designed for them, preferably facilitated by other young men, who will help them to overcome their resistance and understand the particular conditions of their labour exploitation without shame, which would facilitate their incorporation into the holistic care process.

4.3.3. Establishment of a Telephone Assistance "Hot Line"

On some occasions, it is the child domestic workers themselves who attempt to establish contact with some organisations as a result of public information campaigns that may have reached them by word of mouth. For these cases, it is important to have a telephone "Hot

Line", preferably toll-free, which provides information, orients the children and adolescents and facilitates their rescue or withdrawal when necessary. These assistance telephone "Hot Lines" must be continuously advertised. In some places, this is a service offered by the Ministry of Labour, as part of their information telephone lines on labour rights. However, specific information campaigns must be developed to aim at children and adolescents if it is sought that they too should use the service.

In this sense, assistance "Hot Lines" must be part of any campaigns carried out. The effectiveness of these telephone lines depends on three elements:

• Broad dissemination of the line's existence.

• A friendly, effective and respectful voice to respond to the individuals (children) who call.

• The existence of a social response network that allows for a rapid response in the event of the report of emergency or abusive situations. It is not ethical to establish a telephone "Hot Line" and then not provide effective aid for the children at risk. This requires the existence of a community network that involves the entities providing social services, as well as those organisations that protect the rights of children and adolescents, as well as police and judicial agencies.

The same telephone "Hot Line" can be used to occasionally call girls, boys and adolescents in domestic labour with whom contact has been established in order to provide follow-up and monitor their living and working conditions.

4.3.4. Reception Centres

One principle of good practice that has worked in many countries is the establishment of a **Reception Centre or locale** where several holistic care activities are carried out. It also provides opportunities for child workers to meet together and a place with a tranquil locale for socialising, relaxing, reading, playing or studying. A centre or locale of this type is not intended to institutionalise the children, but rather be a island of calm for those far from home and for those who have no place to feel at home.

Moreover, in these centres children are provided with assistance and many of the basic services that they may need, and they are encouraged to organise their own activities. Such centres also serve to show the community, the families and even the employers, the advantages and benefits of the care and protection programmes for working children. In this sense, a centre of this type can become the keystone for the development of a holistic care model.

4.3.5. Work with Families of Origin

Working with families of origin is important for achieving changes in the exploitative situation and vulnerability of this population. Actions to raise awareness, train and involve the parents in the process must be incorporated, as well as actions linking with other key players, in order to generate effective income generation strategies. A primordial element of this process is to offer options so that the families do not look on their daughters as a resource to be appropriated and that they appreciate the importance of education for their children. As was proposed in the section on prevention, work with families must be addressed in two directions:

1. Income generating.

2. Strengthening the family to construct relationships that are both respectful and protective of all of the members.

The guidelines established in the section on prevention (4.1.5) can also be used when working with the families that already have their children employed as domestic workers. Some recent experiences have shown the enormous effectiveness of working with the families in the communities of origin as part of the process to withdraw children from domestic labour. In other words, improving the conditions in the communities themselves, including strengthening the families of origin, is the most effective measure to facilitate and guarantee the withdrawal of children from domestic labour.

It is important to keep in mind that if reintegration of children and adolescents into their families of origin is part of the care process, this requires establishing contact with the families and obtaining the minor's full consent. It is also necessary that the income generation plan be in operation as part of the process to fortify the family. Otherwise there is a risk of the child being rapidly reinserted into domestic labour. In this sense, it is also important that there be regular follow-up of the child's and the family's conditions.

4.3.6. Work with Employing Families

Working with families that employ children is an important support that can help in the tasks of caring for children in domestic labour. The objective behind developing actions with this population has to do not only with prevention and awareness raising, but also with obtaining their eventual collaboration. It has been shown that employers can hinder or discourage contact between their employees and outside individuals. Moreover, they can deny free time for their employees to participate in educational or recreational activities. If one does not act prudently, it is possible that employers could become true adversaries hiding the children or adolescents even further, which would make the tasks of outreach and care for this population all the more difficult.

In this direction, several organisations in different countries have been able to achieve good relations with employers, thus facilitating the care process for the workers. Employers can be invited to care centres, informed or even awarded recognition for substantially improving the living and working conditions of the children and adolescents in their employ. Based on these processes, in some places they have been able to turn the employers into substitute families or guardians for the children, with all due legal and ethical obligations.

It is important to take into consideration that this effort requires different strategies and approach tactics, given the different types of employing families that exist, ranging from the child's own extended family to acquaintances or total strangers. Depending on the type of family where domestic labour is carried out, the labour relations may be more evident or hidden beneath affective, family or tutelage relationships. In this sense, different forms and strategies of approach must be prepared for the employing families, depending on the type of relationship that they have with the working child, starting from the fact in some cases it will even be difficult for them to recognise that labour relations exist.

Work with employing families may also be carried out from other surroundings, e.g., in parent-teachers' meetings where grades are delivered at school, in work and union environments, in public or private places of work and through the communications media. Work with employing families must be focused on:

- Winning their collaboration to facilitate the care process for child and adolescent workers.

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- The social and individual advantages of fulfilment of the rights of childhood and adolescence.
- Greater awareness and training that facilitates an active recognition of children's and adolescent's rights.
- Knowledge of national and international legislation on child labour.
- The implications of non-compliance with this legislation and of the violation of the rights of children and adolescents.

4.3.7. Articulation of Efforts in Direct Care Programmes with Community Institutional Networks

This favours care programme success, making it sustainable by distributing responsibilities for prevention, outreach, care and follow-up of the children and adolescents. It is important to keep in mind that minors in domestic labour, just like their families, may need a broad range of socially articulated responses, depending on their specific circumstances, which will require collaboration from many entities within the community.

Furthermore, care programme articulation with the community's ability to collaborate creates greater levels of participation and responsibility in the community and facilitates its assuming the process. In fact, the existence of a care programme may help catalyse the efforts to create networks of influence, protection and community surveillance, as mentioned in section 4.1.4, since the care programme provides a concrete element which aids, focuses and directs the actions.

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4.3.8. The Direct Care Process

The direct care process consists of two stages: 1) First Approach and 2) Specialised Intervention.

1. First Approach: Allows the creation of conditions so child and adolescent domestic workers can commence a process to guarantee their rights, requesting information and receiving support that allows insuring their protection. This process is intended to break the state of isolation and solitude within which the child or adolescent exists, diminish their fears and anxiety and increase their sense of individual competence.

An approach process is proposed consisting of an approximate duration of one to four individual encounters (sessions) with the child or adolescent, wherein the main goal is to achieve protection. Fulfilling this goal includes: immediate withdrawal (were this necessary due to situations of flagrant violations of their rights), to reach an alliance with the child or adolescent domestic worker and with the adult in charge of or having the minor's confidence and the use of the legal resources for protection.

This first approach allows an exploration of particular, specific aspects of the situation of each child or adolescent. It also allows an exploration of needs, resources and abilities. During this stage of the holistic care process it becomes possible to create an environment of security and confidence, as well as the reconstruction of the personal and family history of the minor in domestic labour.

It is important that the facilitators for this process be particularly sensitive and respectful of the needs and sentiments of children and adolescents and that they are trained in topics

of gender, HIV/AIDS (in the countries that require it) and child and adolescent domestic labour. Furthermore, they must be respectful of cultural and ethnic differences. Stereotypes and prejudices in the persons accompanying the process could make them ignore, discredit, impose criteria or distort the reality experienced by the child or adolescent, and thus, interrupt the process to strengthen them as individuals.

This process includes:

- **Effecting Personal Contact**. During this space it is important to:

  -Listen to his/her experiences as an individual in child domestic labour.

  -"Tune into" the child's or adolescent's sentiments regarding this experience.

  -Clarify the characteristics of the situation that s/he experiences.

- **Establishing the Dimensions and Characteristics of the Specific Situation Experienced**, in other words:

  -Age at which s/he began domestic labour

  -Length of time working

  -Migration status

  -Route that led her/him to domestic labour

  -Presence of HIV/AIDS in family circle

  -Previous jobs

  -Detailed description of tasks carried out and schedules.

  -Payment received

  -Type of relationship with the employer

  -Conditions in which the job is carried out

  -Presence of abuse or violations of her/his rights

  -Consequences of domestic labour

  -Physical and emotional state

- **Identification of Family and Community Resources Available to the Child or Adolescent**, i.e.:

  -Identify family or community resources available

  -Assess the possibility of substituting the child or adolescent worker with an adult from the family to carry out the job

- Analysis of the Legal Situation and Information on Available Measures:

  -Explanation of national legislation and international conventions on the rights of children and adolescents and measures available

  -Assessment of a possible denunciation

- Exploration of the Available Alternatives (establishment of an emergency plan when necessary)

  -Return to the family of origin

  -Repatriation

  -Improvement of working conditions

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-Placement in a substitute home

-Admission to a reception centre

-Participation in a care programme

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                          ┌─────────────────────────────────────┐
                          │   Effecting a personal contact      │
                          └─────────────────────────────────────┘

                          ┌─────────────────────────────────────┐
                          │   Establishing the dimensions and   │
                          │   characteristics of the situation  │
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  ┌──────────────────┐    ┌─────────────────────────────────────┐
  │  FIRST APPROACH  │───▶│  Identification of family and       │
  └──────────────────┘    │  community resources                │
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                          ┌─────────────────────────────────────┐
                          │  Information on legal measures       │
                          │  available                          │
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                          │  Exploration of available           │
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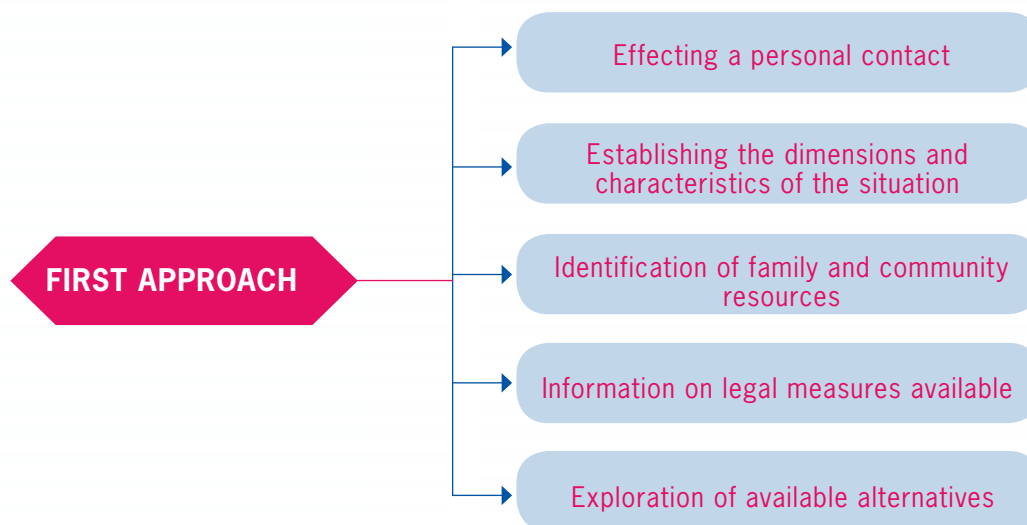
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2. Specialised Intervention: consists of specialised care for the problem that the child or adolescent domestic worker has undergone, in order to guarantee her/him respect and the exercise of her/his rights and contribute to repairing the negative consequences from the domestic labour experience. The process includes:

-Guaranteed rights (to education, health, recreation, denunciation and organisation, etc.)

-Training and preparation in Human Rights, children's and adolescents' rights, labour rights, abuse prevention, etc.

-Personal strengthening and empowerment.

In all cases, Specialised Intervention must incorporate, at least, the following elements:

• **Formal Education:** preferably through re-enrolment into the formal education system. If this were not feasible, the child must be guaranteed the conditions for entry into a distance or open education system. In all cases, accompaniment and socio-educational and economic strategies must be designed to prevent failure and dropping out from school. It is of fundamental importance that the children have access to scholarships, teaching and educational materials, as well as space for studying. Furthermore, it is important to take into consideration that child domestic workers need adaptation in terms of schedules and even of content, in order to avoid entering into a situation of conflicting rights, between the right to education and the right to rest and free time. Some elements to be taken into consideration to guarantee the right to education are:

-A diagnostic must be carried out for each child, prior to insertion/re-insertion in an educational programme. This diagnostic must be the starting point for placement in the formal or non-formal educational system or in a literacy programme and to determine if

curricular or other kinds of adaptation are necessary. Sometimes, formal education is not the most appropriate, due to the advanced age of the minor in respect of the grade level s/he would enter, due to their long time out of the educational system, etc. In these cases alternative educational strategies must be considered, such as open or distance education. However, it is important to emphasise that when recurring to non-formal educational strategies, the burden falls on the abilities of the child or adolescent. This may bring encouraging results, but continue to be a heavy burden on these youths.

-It is likely that the children are very far behind in their studies, and some of them may never have set foot in a school, so that they will need to participate in a literacy programme as a first measure.

-For those that continue working, it may be difficult for them to attend regular classes, even though the employers give them permission. In this case, it will be necessary to encourage the enrolment of this population in open systems.

-The schedules and pedagogic techniques must be adapted to the population's needs, in terms of the duration of classes, contents and places where the process is carried out.

-A majority will require additional pedagogic support outside of class, as well as greater motivation. This is particularly true of the population that will be integrated into open or distance systems.

-It is important to involve parents and employers in the children's educational process, whenever possible.

-It is crucial to establish realistic goals for the educational processes to avoid disillusioning the children.

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-All educational programmes, formal or open, must include sex education as a fundamental element for the prevention of sexually transmitted diseases, including HIV/AIDS, as well as undesired pregnancies, and to foment empowerment and autonomy among the children and adolescents, as well as contributing to a transformation from risk-laden practices and traditional sexual norms.

- **Vocational Training:** as a complement to formal education, vocational training alternatives should be offered so that the adolescents can seek alternatives to domestic labour. However, for children under 15 years of age, the priority must always be completion of their basic education and achievement of their primary and secondary education diplomas. Vocational training should avoid falling into a reproduction of traditional gender roles. In other words, they should be given tools, especially the girls, so that they will have different options from those assigned to them traditionally, in order to avoid condemning them forever to the most devalued occupations and those with the worst pay. Some tasks that can be carried out to guarantee vocational training are;

-Establish conventions or agreements with public and private vocational training institutions to receive child domestic workers on a priority basis in their programmes.

-Obtain the support of the chambers of commerce, industry, agriculture and other private agencies to finance vocational training processes for child domestic workers. In some countries as a part of these conventions, the adolescents may carry out their practices in the sponsoring agencies, which opens up greater opportunities for obtaining higher quality employment in the future.

-Carry out visits to small enterprise and industry in the communities so that the child

domestic workers can see other occupations at work. It is important to organise the visits so that the girls and female adolescents can see other women at work in non-traditional occupations, so that they will begin to consider other options and life perspectives.

-Establish agreements so that the adolescents may join apprenticeship systems with artisans or small local industries that would allow them to prepare themselves in an occupation that would open decent employment options in the future.

• **Recreation and Play Activities:** it is important to keep in mind that these individuals submitted to domestic labour are first and foremost children. In this sense, it is important to guarantee their right to recreation and play, as well as expressive activities that combine play with learning. As part of these activities, it is crucial to create spaces for artistic activities, such as poetry, music, painting, theatre and dance. Moreover, it is important that children and adolescents can visit places such as museums, cultural centres, theatres, amusement parks and others, whenever this is possible. In order to achieve a holistic growth in this population, it is also important that they practice some kind of sports activity. These activities must form part of the care process and a period of time every day or week must be dedicated to recreation, sports and play activities on a systematic basis.

• **Access to Integrated Health Services:** they must be offered health education, medical care and referral to health centres for specific problems that the children or adolescents may be suffering. Special attention must be given to the children and adolescents infected with HIV/AIDS or at risk for it. Furthermore, information and services must be provided to guarantee reproductive and sexual rights of children and adolescents, according to their developmental age. As part of health care services, they should be guaranteed at least the following elements:

-Information on self-care and prevention of hazardous conducts in a clear and appropriate language.

-Medical and dental check-up and control services.

-Access to quality medications if required.

-Sex education and information and access to safe contraceptive methods, including emergency contraception.

-Prenatal care for those pregnant.

-Occupational health and safety measures in the home for the adolescent workers.

• **Legal Counselling Services:** it is important to guarantee the adolescents the instruments and institutional support for the protection and defence of their labour rights, but also for denunciation and representation in cases of severe violations of their rights, such as sexual abuse, trafficking, slavery, servitude, etc. As indicated above, the fundamental principle that must guide legal care services is the utmost interest of the child. In other words, they must be informed about the proceedings to be carried out, the possible consequences and the expected results. The minor and her/his family, when possible, should be informed at all times of the decisions made and these should have their consent, especially if they are involved in judicial declarations or proceedings of this nature. It is crucial to provide accompaniment for children and good counselling in order to obtain not only convictions or legal sanctions, but also indemnification for their violated rights.

• **Creation of Support Networks Consisting of Children and Adolescents:** the mutual interchange, companionship, friendship and sense of belonging contribute to break the cycle

of exclusion and isolation typical of this population. As a group, they can be mutually helpful in finding hope and inner strength against oppressive environments. This also contributes to children and adolescents improving their self-perception and developing their ability to resist, which increases the possibility of improving their living situation. These support networks may be the starting point for the creation of mutual assistance associations or even the organisation of a social movement constituted by this population, as well as for the formation of leaders that later may play a core role in care programmes. In order to establish these support networks, a methodology similar to that posed for the creation of the Rights Clubs may be used, which was explained in the section on prevention in the communities (4.1.3).

- **Education and Training in Human Rights, Rights of Children and Adolescents and Labour Rights:** The objective of this component is to inform youths in a participatory manner on their entitlement as subjects of general, specific and special rights, as well as the mechanisms for demanding for their rights. It intends to open spaces for children's and adolescent's participation in processes that favour the development of the knowledge, skills and abilities that will allow them to be fully aware of and make effective the fulfilment of their human rights, as well as developing processes to complement the review of their personal histories relating to their situations as domestic workers.

The training and education processes require a difficult to achieve balance since these minors are provided with knowledge and the improvement of their own abilities, but their future initiatives are left in their own hands. In this sense, these processes must also offer specific orientations that are neither directive nor imposed, so that the decisions taken in the future do not expose the children or adolescents to risks for which they were not prepared.

Minimally, as part of the training process, the following topics must be dealt with in a participatory and play-oriented manner.

-National and international legislation on the rights of minors, in a manner appropriate for their age.

-Legislation on child labour, including topics related to domestic labour (wages, social security, working hours, etc.).

-Mechanisms for demanding for rights and the reparation of damages.

-Rights and duties of minors.

-Universal and particular rights according to gender, ethnic, nationality, health, among other conditions.

-Duties of social institutions and families in the protection and guarantee of these rights.

- **Empowerment and Personal Strengthening:** The ultimate purpose of this component is to provide a space for the construction of a life project that transcends domestic labour as the only and exclusive option. This component is conceived as a system whose orientation and organisation guarantee adequate care and strengthening of the child domestic worker, as well as their family group (wherever possible). The empowerment process should be accessible, continuous, agile, opportune, reliable and safe for child and adolescent domestic workers, so that they may achieve personal integrity, protection and fulfilment of their rights. It must be offered by personnel who are aware and trained, who guarantee the holistic nature of the interventions, which will take into account the particular characteristics of the minors involved (sex, age, ethnicity, nationality, migration status, health condition, place of origin) and their needs.

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In this stage of the process, it is important to emphasise that the achievement of the objectives of holistic care is associated with the recognition that it is indispensable to focus themselves on establishing their personal security, reconstruction and recognition of their life history and, finally, their reconnection to daily life according to the needs of each minor's developmental stage (Herman, 1992). Recovery is not a linear process, but rather oscillating and dialectical. However, a successful recovery implies being able to recognise a gradual trend of passing from unpredictable danger to reasonable security and from stigmatised isolation to re-establishment of social connections.

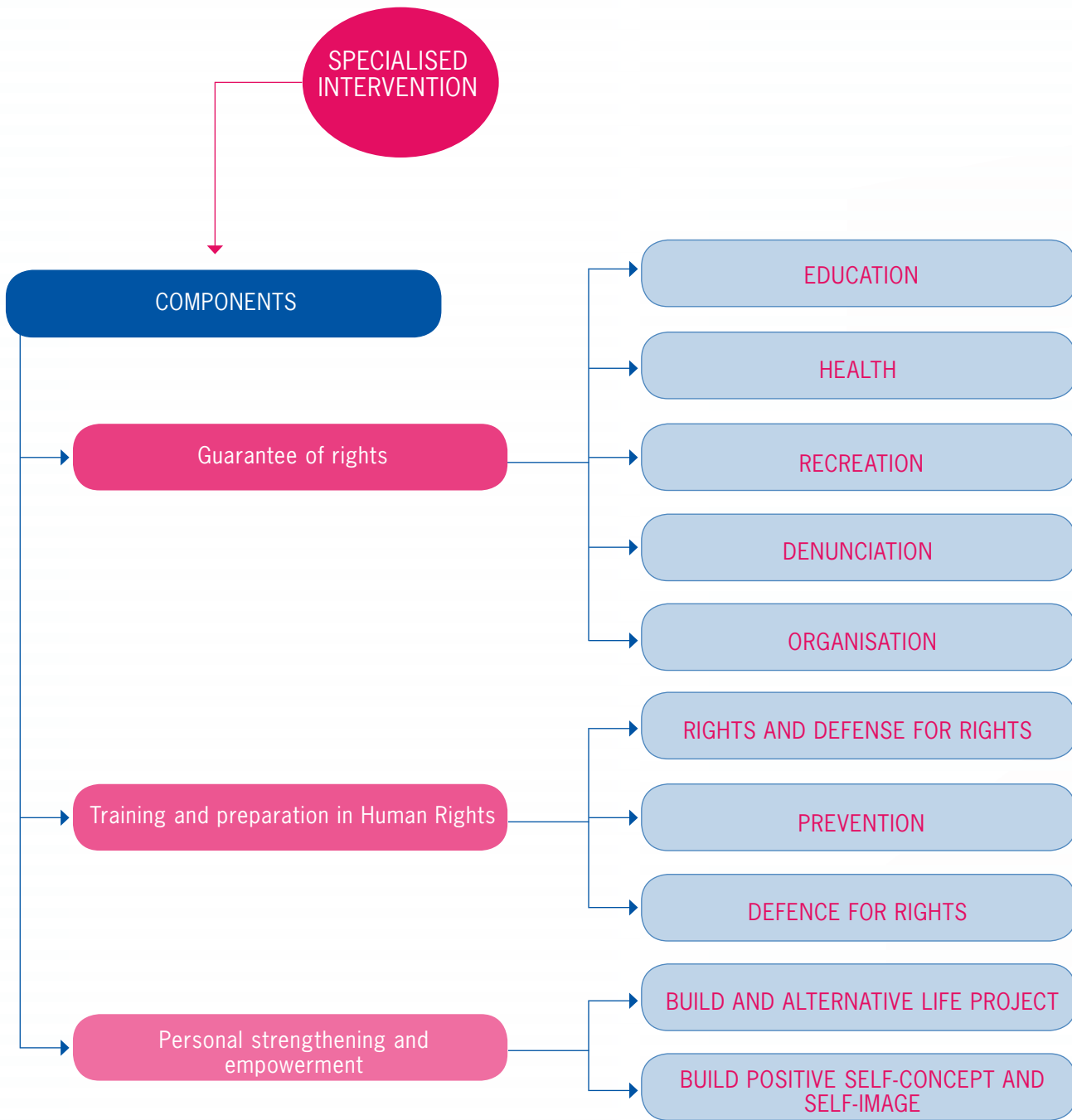The goals posed for this component include:

- **Reinforcing decision-making and problem solving ability.** The intervention is aimed at empowerment and recovery of security. The development of decision-making ability includes becoming aware of the right to select and the existing alternatives, developing the ability to care for oneself, learning about rights, and increasing the support networks, among others.

- **Repairing the damaging effects of the domestic labour experience.** The goal is to facilitate recovery of personal power and strengthen their self-image and self-concept, as determining factors for all of the child's or adolescent's interactions with the world, which will increase their possibilities for success and personal achievement.

- **Preventing new situations of rights violations.** The effects of rights violations are neither one-dimensional nor simple, so that an intervention process must include recovery of emotional, cognitional, behavioural, physical and spiritual aspects, which will contribute to fortifying their personality and aid in preventing new situations of abuse and rights violations.

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The specialised intervention process for personal strengthening and empowerment is proposed in such a manner that it will last for eight to twelve encounters (sessions) with groups of six to ten girls, boys or adolescent domestic workers. It is important to note that the groups must be established taking into account a series of characteristics, which would allow the facilitators to design and develop activities in line with the age, gender, ethnicity and experiences of the participating minors.

The topical orientations proposed for these sessions include the development of activities aimed at fortifying their personalities, and repairing the damage caused by the negative experiences associated with domestic labour (if that is the case), at three levels: cognitional, affective and behavioural. The task includes:

- Establishing group cohesion and empathy. Design and develop activities aimed at providing relief from the feeling of being different and being isolated.

- Recovery of power. Design and develop activities aimed at shattering the feeling of absence of control over their lives through gathering learning and acquisition of abilities.

- Building positive self-concepts and self-images. Design and development of activities aimed at building self-respect and decision-making ability.

- Development of a project transcending domestic labour as the sole option in life. Design and development of activities allowing them to identify the advance in the guarantee of rights.

SPECIALISED INTERVENTION

COMPONENTS

Guarantee of rights

- EDUCATION
- HEALTH
- RECREATION
- DENUNCIATION
- ORGANISATION

Training and preparation in Human Rights

- RIGHTS AND DEFENSE FOR RIGHTS
- PREVENTION
- DEFENCE FOR RIGHTS

Personal strengthening and empowerment

- BUILD AND ALTERNATIVE LIFE PROJECT
- BUILD POSITIVE SELF-CONCEPT AND SELF-IMAGE

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4.4. Training Individuals Responsible for these Components

Quality holistic care becomes possible using a structured training plan, which provides tools for confronting the problem of child and adolescent domestic labour. This plan must allow for a transforming practice to be built, which would help to understand the problem and find ways in working towards the eradication of child domestic labour and the regulation of adolescent domestic labour.

This component contemplates developing training processes aimed at individuals responsible for implementing the holistic care model, in order to raise awareness of the problem, promote respect for children's rights and homologate basic technical criteria for meeting the model's objectives. This training process will allow:

- Building a "common conceptual language" among all of the individuals that will participate in implementing the holistic care model for child and adolescent domestic workers. This unification of concepts and criteria related to the risk will be carried out from an approach including rights, power, gender, multi-cultural dimensions, generations and contexts, to guarantee timely prevention and care.

- Strengthening theoretical and methodological tools for an adequate prevention of child and adolescent domestic labour, outreach and care of children and adolescents in domestic labour, monitoring, follow-up and process evaluation.

- Strengthening of teamwork at the institutional, inter-institutional, inter-sectorial and community levels.

- The impetus to create community networks that would contribute to promote opportunities for personal and social strengthening of the child domestic workers.

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The training programme must contain topical orientations related to the following:

- Conceptualisation of child and adolescent domestic labour.
- Characteristics of child and adolescent domestic labour.
- Myths, attitudes, prejudices and stereotypes surrounding child and adolescent domestic labour.
- Dangers and occupational risk factors in child and adolescent domestic labour.
- Relation between the HIV/AIDS pandemic and child labour.
- Consequences of child and adolescent domestic labour in the lives of the girls, boys and adolescents.
- Mechanisms and strategies for reaching out to and attracting children in domestic labour.
- Norms and procedures necessary for holistic care of the problem.
- Care model for child and adolescent domestic labourers.
- Work with employing families and families of origin.
- Political influence.
- Monitoring and follow-up.
- Evaluation of the quality of the holistic care services with child and adolescent domestic labourers.

4.5. Monitoring and Follow-Up

A care model must develop monitoring and follow-up mechanisms that allow guaranteeing the sustainability of the withdrawal and fulfilment of the rights of child and adolescent domestic workers. This implies building an information system configured as an inter-sectorial and inter-institutional network, which would facilitate surveillance and monitoring the situation of child and adolescent domestic labour at regional, national and local levels, as well as that of the children and adolescents contacted through outreach and cared for.[16]

Monitoring and follow-up, as an essential part of the implementation of the holistic care model have, *inter alia*, the following purposes:

- Register, on a continuous basis, information on the target population.
- Verify that the child and adolescent domestic labourers contacted through outreach continue under the conditions that protect their rights.
- Ensure the effectiveness and efficiency of care model implementation.
- Detect, on a timely basis, difficulties in care model implementation.
- Prioritise actions and activities in the most vulnerable and affected population.
- Provide information to reorient or consolidate model actions.
- Rely on relevant information to evaluate each of the components of the process.

In order to comply with the purposes of the monitoring and follow-up, the following are required:

- The construction of a system of indicators to assess fulfilment of institutional responsibilities, which has been designed and applied with participation of all sectors involved.
- The design of precise indicators to define, among others, the services provided to children and adolescents and their effectiveness, and the services provided to communities and families and their effectiveness.
- The design of administrative procedures for follow-up.
- The identification of resources for support.
- The design of protection procedures.

It is important to keep in mind that an indicator is a qualitative or quantitative measure used to monitor advances in achieving proposed goals or objectives. In this case, the system of indicators must contain specific information on, for example, the following areas: (under any circumstance, it is essential to select and design the indicators within the specific context of each project.)

Prevention:

- Number and type of officials and individuals from the communities aware and trained on the topic.
- Number and type of training and awareness raising activities carried out.
- Number of public declarations by important figures against child labour.

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16 On this topic, see the following text: Yong, Alfredo and Bernardo Puente. *"La base de datos como herramienta para el diagnóstico y monitoreo."* Material de trabajo 6. Lima, Peru, ILO/IPEC, 2004.

- Number of news items or news programmes on the topic.
- Number of teachers and educational personnel aware and collaborating in prevention and outreach tasks.
- Number of children forestalled and that remain in the educational system by gender, ethnicity and age groups.
- Number of children participating in the Rights Clubs by gender, ethnicity and age groups.
- Number and type of institutions that offer services or participate in the community networks.
- Number of families strengthened and put in contact with income generating activities.
- Number of women from families provided with training and income generation processes.
- Number and type of politically influential actions undertaken.

Outreach:
- Number of children and adolescent domestic labourers contacted through outreach by gender, ethnicity and age groups.
- Number of children contacted by outreach found in the worst forms of child labour, by gender, ethnicity and age groups.

Care:
- Number of children and adolescents withdrawn from child domestic labour by gender, ethnicity and age groups.
- Number and type of calls attended on the assistance "Hot Line".
- Number of cases of abuse or illegal behaviours denounced to the competent authorities.
- Number of children and adolescents cared for by the action programme in educational services, vocational training, health services, legal counselling, recreational and cultural activities, empowerment process, by gender, ethnicity and age groups.
- Number of child and adolescent participants that complete primary or secondary education, by gender, ethnicity and age groups.
- Number of adolescents that improve their working conditions (wages and salaries, working conditions, social benefits, shifts, etc.).
- Number of children and adolescents referred to other institutions by gender, ethnicity and age groups.
- Number of children and adolescents reintegrated to their families of origin.
- Number of families of origin that participate in income generating activities.
- Number of families of origin strengthened and informed about the negative effects of child domestic labour and other transgressions of the rights of children and adolescents.
- Number of employer families made aware and involved in the directed care programme.
- Number of children and adolescents that remain out of child domestic labour and / or with their rights protected 6 months after having been contacted by outreach.
- Number of children and adolescents that remain out of child domestic labour and / or with their rights protected 1 year after having been contacted by outreach.

Other, more qualitative, indicators must be added to these quantitative indicators, which

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will allow for a view of the process and a qualitative assessment of the care model. This is necessary because indicators must be sensitive to and reflect the perceptions and perspectives of the persons whose experiences are being measured. There follows a listing of some of the qualitative indicators that can be used:

• Assessment by children and adolescents of the care process and services received, by gender, ethnicity and age groups.

• Processes of change in children and adolescents, such as: a) greater ability to take the initiative to face exploitative situations; b) proactive characteristics in the face of resolving problems and conflicts; c) greater ability to assume new challenges in the face of their peer group or family group.

• Assessment by the families of the process and the services received, by gender, ethnicity and age groups.

• Assessment by community members and institutional personnel of the care model and the actions carried out.

• Changes in national legislation or public policies in respect of child domestic labour.

4.6. Systematisation and Evaluation

Any care model requires a systematic documentation and follow-up process, so that at the end of the intervention a document will be available to describe and critically analyse the implementation process and provide elements to improve the efficacy of the intervention models. The systematisation component is intended to recover the experience of all participants in the process (child and adolescent domestic labourers, their families, the employing families and individuals from the institutions and organisations involved).

Systematisation includes information collection, process description and analysis of different moments during the effort. The quality of the information compiled will guarantee a successful evaluation of the process at a later stage.

Systematisation and evaluation, as essential parts of the implementation process for the holistic care model have, among others, the following purposes:

• Identify process status and forecast trends, in order to improve decision-making.

• Identify difficulties, deficiencies and limitations.

• Offer opportunities to learn from the experience.

• Secure the correct responses and correct the errors in a timely manner.

• Provide information to reorient or consolidate activities carried out.

• Obtain systematic information for decision-making.

• Orient future actions to prevent and oppose child domestic labour.

Any systematisation process must include at least the following (Sagot and Cheng Lo, 2005):

• Description of the proposal: focus, objectives and main strategies.

• Description and diagnostic of the target population.

• Methodological approach to the project, including procedures and instruments used for recording information.

• Results from the intervention at all levels (prevention, outreach and direct care), based on

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meeting goals and objectives.

- Factors that simplified or complicated the process.
- Recommendations and lessons learned.

Evaluation has been described as a form of applied social research. It is systematic, planned and directed; aimed at identifying, obtaining and providing in a valid and reliable manner sufficient and relevant data. This data will support a verdict of the merit and value of different components of a programme (in both diagnostic and programming and implementation phases), or of a set of specific activities being carried out, already carried out or to be carried out. The activities are aimed at producing concrete effects and results. The evaluation will verify the extension and degree to which these results have been accomplished, thus acting as a basis or guide for rational and intelligent decision-making between courses of action or for problem solving and knowledge promotion and comprehension of the factors associated with success or failure of outcomes (Aguilar and Ander-Egg, 1994).

Evaluation implies issuing verdicts in respect of the work carried out, and at the same time a research process. In principle, evaluation is synonymous with appreciation, estimation or assessment, and is associated with verification of the achievement of the foreseen objectives and the possibility of introducing changes and adjustments in the processes carried out. It is intended to provide an overall analysis of the achievements, difficulties or limitations in both the individuals and the processes carried out, keeping in mind the circumstances that have a bearing on the fulfilment of the proposed objectives

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Evaluation of the care model must be a permanent and continuous process, and must contemplate impacts over the short, medium and long-terms. Evaluation must include objective and subjective aspects of the situation and initial and final conditions of the child and adolescent domestic workers, an analysis of the factors that supported or hindered the process, as well as the impact on the communities and in the participating institutions.

Opening spaces for interchange among the sectors involved will allow for the identification of the model's strengths and implementation of effective work on the weaknesses indicated. This would guarantee the protection of rights and improvement of the services offered to child and adolescent domestic workers, as well as their families, which would increase the probability of their remaining linked to the programme.

The categories for model evaluation include:

Coherence: capability of concretely applying the approaches on which the model is based.

Effectiveness: ability to accomplish the objectives proposed.

Accessibility: ability to attract and incorporate the target population, eliminating material, economic, physical and cultural barriers that might exist.

Amicability: ability to be incorporated as part of the daily life of the communities where the model is implemented.

Opportunity: ability to have a positive bearing on the lives of child and adolescent domestic workers, their families, the employer or potential employer families and the communities in general.

Guarantee of Rights: capacity to protect and guarantee the rights of child and adolescent domestic workers.

Motivation for Reinsertion into Formal Education: capability of the model to provide incentives

to the children and adolescents to once again undertake studies in the school system.

Empowerment: a real possibility for children and adolescents to make decisions for their own lives, enjoy their rights, fortify their self-image and security, implement their projects and take advantage of resources available for their development.

Changes in Daily Life: ability of the model to modify the particular situation of child and adolescent domestic workers and family and community behaviours regarding child and adolescent domestic labour.

Degree of Satisfaction of Participants: ability of the model to meet the expectations of individuals participating in the process.

Social Representations: capacity of the model to modify the perceptions that children and adolescents, their families, employing families, institutions involved and their technical personnel have regarding child and adolescent domestic labour.

Institutional Articulation: ability of the model to develop synergies and inter-institutional co-operation for its implementation.

4.7. Principles of Sustainability

Actions against child domestic labour can create a significant impact when attention to the problem has been assumed on a permanent basis by different social institutions. From this perspective, establishing synergies and co-operative institutional relationships is crucial for caring for the immediate needs of child domestic workers, as well as for contributing to eradicating the economic and cultural factors that impel minors to work. In this sense, the sustainability of a care model rests on the following principles:

- Reinforcement of the prevention of child domestic labour at all levels.
- Development of legal norms and public policies to oppose the problem, as well as assigning resources to comply with the norms and policies.
- Production of new learning regarding the problem.
- Training of human resources and creation of organisations specialised in the tasks of prevention, withdrawal, protection and care.
- Recognition of child domestic labour as a particular form of child labour that requires special treatment.
- Development of methodologies and theoretical and practical tools to carry out prevention efforts against the problem, as well as for the withdrawal, protection, care and guarantee of rights for the children and adolescents.
- Building alliances and co-operative relationships among key institutions.
- Articulation of the care programmes with national or regional plans for combating child labour and prevention of HIV/AIDS.
- Promotion of institutionalisation processes on the part of the State for the care programmes.
- Construction of institutional networks for influence, prevention and monitoring.
- Articulation of care programmes with institutions and local players.
- Development of holistic strategies to oppose the problem.

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APPENDICES
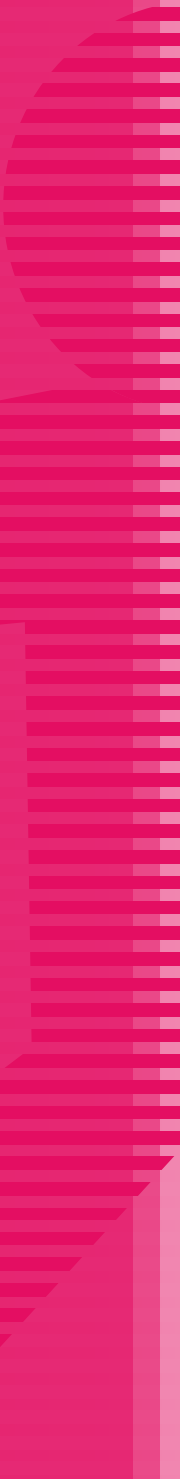
Appendix 1:

Fact Sheet For Composition And Follow-Up Of The Holistic Care Plan

Date of composition of the Holistic Care Plan:

Institution preparing the Plan:

Person in charge of implementation and follow-up:

Dossier number:

Date of outreach contact:

Outreach mechanism:

First approach	Actions	Outcomes
Carrying out personal contact	Listen to her/his experiences as CDW	
	Identify the sentiments of the child or adolescent regarding the situation	
	Tell a complete history of the living situation	
	Good level of empathy	
Establishing the dimensions and characteristics of the situation	Age at which s/he began domestic labour	
	Length of time working	
	Migration status	
	Presence of HIV/AIDS in family milieu	
	Ethnicity	
	Route followed that led to domestic labour	
	Prior jobs	
	Description of tasks carried out and working hours	
	Payment received	
	Type of relations with employer	
	Conditions under which job carried out	
	Presence of abuse or violation of her/his rights	
	Consequences of domestic labour	
	Physical and emotional status	

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First approach	Actions	Outcomes
Identification of family and community resources	Family resources	
	Community resources	
Information on legal measures available	Explanation of national protective legislation	
	Explanation of international conventions ratified	
	Denunciation	
Exploration of available alternatives	Return to family of origin	
	Repatriation	
	Improvement of working conditions	
	Placement in a substitute home	
	Admission to a reception centre	
	Participation in the care programme	

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Monitoring the Holistic Care Plan Level: First Approach				
Date foreseen for follow-up:	Date of actual follow-up:	Follow-up mechanism:	Name of the person co-ordinating:	Comments

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Specialised Interventions	Actions	Outcomes
Formal Education	Diagnostic prior to her/his insertion/ re-insertion in an educational programme	
	Re-incorporation to the formal educational system	
	Entry into a distance or open educational system	
	Socio-educational accompaniment and support	
	Scholarship, teaching and educational materials	
	Space for study	
Vocational Training	Technical or vocational training in:	
Recreation and Play Activities	Recreational activities	
	Artistic activities	
	Sports activities	
Access to Integrated Health Services	General medical care	
	Laboratory exams	
	Eye exam	
	Dental care	
	Sexual education	
	Prenatal care for pregnant adolescents	
Legal Care Services	Information on childhood and adolescent rights	
	Support for a denunciation	
	Accompaniment during judicial processes	
	Defence of labour rights	
Creation of support networks established by the children and adolescents themselves	Invitation to participate in a support network	
	Effective incorporation into a support network	
Training and preparation in Child and Adolescent Human Rights	Invitation to participate in Human Rights training workshops	
	Participation in Human Rights training workshops	
Empowerment and personal strengthening	Invitation to participate in groups for empowerment and personal strengthening	
	Participation in groups for empowerment and personal strengthening	

Monitoring the Holistic Care Plan Level: Specialised Interventions				
Date foreseen for follow-up:	Date of actual follow-up:	Follow-up mechanism:	Name of the person co-ordinating:	Comments

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Appendix 2:

Fact Sheet For Monitoring And Follow-Up Implementation

Date of monitoring:

Period covered by monitoring:

Institution that implemented the monitoring:

Person in charge monitoring:

Programme / Community:

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Components	Indicators	
Prevention	Number and type of officials from the communities aware and trained on the topic	
	Number and type of persons from the communities aware and trained on the topic	
	Number and type of training and awareness raising activities carried out	
	Number of public declarations against child labour by important personalities	
	Number of news items or news programmes on the topic	
	Number of teachers and educational personnel aware and collaborating in prevention and outreach tasks	
	Number of teachers and educational personnel collaborating in prevention and outreach tasks	
	Number of children prevented and remain in the educational system by gender, ethnicity and age groups	
	Number of children prevented and remain in the educational system by gender	
	Number of children prevented and remain in the educational system by ethnicity	
	Number of children participating in the Rights Clubs by age groups	
	Number and type of institutions that offer services or participate in the community networks	
	Number of families strengthened and connected to income generating activities	
	Number of women from families provided with training and income generation processes	
	Number and type of politically influential actions undertaken	

Components	Indicators	
Detection	Number of child and adolescent domestic workers contacted through outreach by gender	
	Number of child and adolescent domestic workers contacted through outreach by ethnicity	
	Number of child and adolescent domestic workers contacted through outreach by age groups	
	Number of child contacted through outreach found in the worst forms of child labour, by gender	
	Number of children contacted through outreach found in the worst forms of child labour, by ethnicity	
	Number of children contacted through outreach found in the worst forms of child labour, by age groups	
Care provided	Number of children and adolescents withdrawn from child domestic labour by gender	
	Number of children and adolescents withdrawn from child domestic labour by ethnicity	
	Number of children and adolescents withdrawn from child domestic labour by age groups	
	Number and type of calls attended on the assistance "Hot Line"	
	Number of cases of abuse or illegal behaviours denounced to the competent authorities	
	Number of children and adolescents cared for by the action programme in educational services by gender, ethnicity and age groups	
	Number of children and adolescents cared for by the action programme in vocational training services by gender, ethnicity and age groups	
	Number of children and adolescents cared for by the action programme in training services by gender, ethnicity and age groups	
	Number of children and adolescents cared for by the action programme in health services by gender, ethnicity and age groups	
	Number of children and adolescents cared for by the action programme in legal counselling services by gender, ethnicity and age groups	
	Number of children and adolescents cared for by the action programme in recreational and cultural activities by gender, ethnicity and age groups	
	Number of children and adolescents cared for by the action programme in empowerment processes by gender, ethnicity and age groups	
	Number of children and adolescent participants that compete primary education, by gender, ethnicity and age groups	
	Number of children and adolescents participants that compete secondary education, by gender, ethnicity and age groups	
	Number of adolescents that improve their working conditions (wages and salaries, working conditions, social benefits, shifts, etc.).	

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