



Organización  
Internacional  
del Trabajo

# Case studies on the application of the Child Labour Risk Identification Model in Jamaica, Argentina, Mexico and Peru

FINAL INDEPENDENT EVALUATION OF PROJECTS IN SUPPORT OF THE  
SECOND PHASE OF THE REGIONAL INITIATIVE LATIN AMERICA AND THE  
CARIBBEAN FREE OF CHILD LABOUR

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## Acronyms and abbreviations

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AECID	Spanish Agency for International Development Cooperation
AACID	Andalusian Agency for International Development Cooperation
CCPA	Child Care and Protection Act (Jamaica)
ECLAC	Economic Commission for Latin America and the Caribbean
CGT	General Confederation of Labour of the Argentine Republic (Argentina)
CITI	Intersecretarial Commission for the Prevention and Eradication of Child Labour and the Protection of Adolescent Workers of Legal Working Age (Mexico)
CODEMUNA	Multisectoral Commission for the Rights of Children and Adolescents (Peru)
CONEATI	National Commission for the Eradication of Child Labour (Argentina)
COPRETI	Provincial Commissions for the Eradication of Child Labour (Argentina)
CDRPETI	Regional Steering Committee for the Prevention and Eradication of Child Labour (Peru)
CPETI	National Steering Committee for the Prevention and Eradication of Child Labour (Peru)
CLU	Child Labour Unit (Jamaica)
CPFSA	Child Protection and Family Services Agency (Jamaica)
CRC	United Nations Convention on the Rights of the Child
DEMUNA	Municipal Ombudsman's Office for Children and Adolescents (Peru)
DPPDFL (Peru)	Directorate for the Promotion and Protection of Fundamental Labour Rights (Peru)
DGDFSST (Peru)	General Directorate of Fundamental Rights and Occupational Safety and Health (Peru)
EANNA	Survey of Activities of Children and Adolescents 2016-2017 (Argentina).
ENAHO	National Household Survey (Peru)
ENTI	National Child Labour Survey (Mexico)
GORE	Regional Government (Peru)
ICFM	Municipal Functional Capabilities Index
INDEC	National Institute of Statistics and Census (Argentina)
INEI	National Institute of Statistics and Informatics (Peru)
INEGI	National Institute of Statistics and Geography (Mexico)
IPEC	International Program on the Elimination of Child Labour (IPEC)
INTA	National Institute of Agricultural Technology (Argentina)
IR	Regional Initiative
JYAS	Jamaica National Youth Activity Survey

MEYI	Ministry of Education, Youth and Information (Jamaica)
MINEDU	Ministry of Education (Peru)
MINSA	Ministry of Health (Peru)
CLRISK	Child labour risk identification model
MIMP	Ministry of Women and Vulnerable Populations (Peru)
MLSS	Ministry of Labour and Social Security (Jamaica)
MTPE	Ministry of Labour and Employment Promotion (Peru)
MTES	Ministry of Labour, Employment and Social Security (Argentina)
NAP	National Action Plan (Jamaica)
NASTOCL	National Steering Committee on Child Labour (Jamaica)
NNA	Boys, girls and adolescents
NPECL	National Policy for the Eradication of Child Labour (Jamaica)
OCA	Office of the Children's Advocate (Jamaica)
IOM	International Organization for Migration
ILO	International Labour Organization
OTIA	Child and Adolescent Labour Observatory (Argentina)
PATH	Program for Advancement through Health and Education (Jamaica)
UNDP	United Nations Development Programme
FP	Focal Points
SNA	System of National Accounts
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SNAINA	National Care System for Childhood and Adolescence (Peru)
ST-IR	Technical Secretariat of the Regional Initiative
STATIN	Statistical Institute of Jamaica
STPS	Ministry of Labour and Social Welfare (Mexico)
TDNR	Unpaid domestic work
CL	Child labour
UIA	Argentine Industrial Union (Argentina)

## Capítulo 1. On the evaluation of case studies

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### Context

1. This report is part of the joint evaluation of the Regional Initiative (RI) support projects carried out during the period January 2017 - December 2020, in the framework of the six projects funded by the Spanish Agency for International Development Cooperation (AECID) and the Andalusian Agency for International Development Cooperation (AACID).
2. One of the results of the six projects that are part of the evaluation indicates that the countries strengthen the preventive approach to child labour through the development of the Child Labour Risk Identification Model (CLRISK). The CLRISK is a tool developed by ILO and ECLAC that, based on existing statistical information in the countries (surveys, censuses and/or administrative records), identifies the territories most vulnerable to child labour and estimates the weight of various associated factors. The CLRISK consists of two Phases. Phase I consists of implementing the CLRISK. The institutions in charge of promoting this process are ECLAC and the Regional Initiative. The results of Phase I are reported at the national and sub-national levels (regions/departments and municipalities) and the products are the results report, the characterization sheets showing the maps and the child labour incidence for the different levels of government and a presentation to disseminate the results. Phase II consists of selecting the territories (municipalities) where child labour risk was identified, territories to carry out interventions based on public services that intervene on these identified risk factors and reduce the probability of child labour.

### Evaluation objective and criteria

3. The case study seeks to investigate the implementation of the CLRISK in Argentina, Jamaica, Peru and Mexico in order to identify good practices, lessons learned and recommendations for future CLRISK interventions. Specifically, the report presents information on the institutional and regulatory context related to child labour in each of the four countries, the result of the latest child labour assessment available, a description of the CLRISK implementation process and the results achieved to date, an analysis of the evaluation criteria, identification of good practices, lessons learned, recommendations and conclusions. It is expected that this information will be useful for future CLRISK implementations, both in the 4 selected countries and in others where progress has already been made in the development of the model.
4. The evaluation takes into consideration the following criteria: (a) relevance, (b) design validity, (c) effectiveness, (d) management efficiency, and (e) impact and sustainability orientation. For each criterion, questions have been developed. **Annex 1** presents the Guide of questions for each of the stakeholders considered relevant.

### Sources and methods of data collection

5. The evaluation approach has been participatory, involving all key stakeholders. Primary and secondary sources of information were used to answer the evaluation questions. For the primary sources, the method used to collect information was to interview representatives of institutions that have participated in the implementation of the CLRISK in the four countries. **Annex 2** presents a list of the people interviewed. For the secondary sources, the method used was documentary review. All documents related to the CLRISK in the four

countries were reviewed, such as the National and Provincial Characterization Sheets, National Reports, documentation of the CLRISK implementation process in the municipality of Tuxtla Gutiérrez in Chiapas, Mexico. Likewise, in order to better understand the context and strategic alignment between the countries' child labour public policy and the CLRISK, the national plans to fight child labour, the latest available national estimates on child labour, among other documents considered relevant, have been reviewed. **Annex 3** presents the bibliography reviewed.

#### Considerations related to the pandemic

6. Given that the evaluation was carried out in the midst of mobility restrictions due to the crisis caused by COVID-19, adjustments were made to the traditional work methods and data collection techniques used in this type of study. The interviews were conducted through video calls on platforms such as Skype, Zoom, Meet and/or Whatsapp. It should be noted that there were no major logistical setbacks during the interviews.
7. In relation to the content of the evaluation, questions were asked to the interviewees to identify the effect of the pandemic on the execution of the CLRISK activities and the actions developed by the different institutions involved in the implementation process of the model to mitigate its potential impact.

#### Limitations of the evaluation

8. No significant limitations were identified during the development of the evaluation. However, there were difficulties in obtaining interviews with all the institutions identified, especially with representatives of employers' organizations and some institutions that participated in the CLRISK process.

## Capítulo 2. The CLRISK in Jamaica

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### 2.1. Child labour in Jamaica

#### 2.1.1. Child labour estimates in Jamaica

9. According to the 2016<sup>1</sup> Jamaica National Youth Activity Survey (JYAS), there were 53,274 boys, girls and youth engaged in economic activities between the ages of 5 to 17 years in Jamaica, representing an employment rate of 8.1%. A higher proportion was found in males (10%) than females (6.1%). Approximately half of the boys, girls and adolescents involved in child labour were between 5 and 12 years of age. It was also found that the occupation rate increased with age, reaching 13.3% in the 15-17 years age group. In rural areas, the percentage of boys, girls and adolescents working was much higher (10.5%) than in urban areas (5.7%).

**Table 2.1** Number and percentage of children aged 5-17 engaged in economic activities

(Number and %), 2016.

Total number of children and adolescents in economic	53,274	8.1
<b>Sex</b>		
Man	33,436	10.0
Woman	19,838	6.1
<b>Age group</b>		
5-12 years	18,402	5.0
13-14 years	11,708	10.3
15-17 years	23,163	13.3
<b>Area of Residence</b>		
Urbana	18,882	5.7
Rural	34,392	10.5

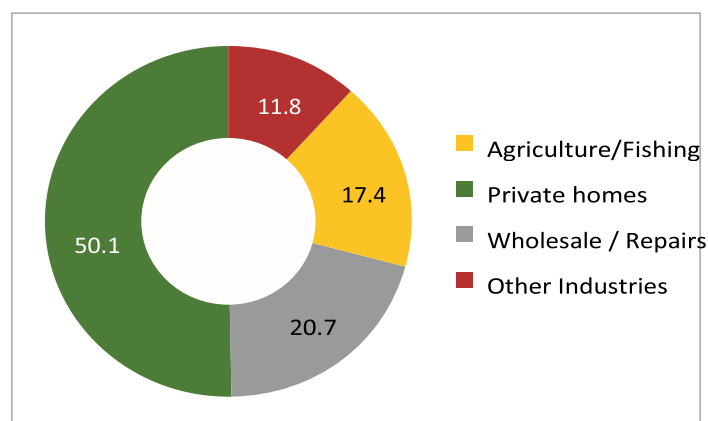
Source: Jamaica Youth Activity Survey.

10. Boys, girls and adolescents aged 5 to 17 years were mainly employed in private households (50.1%), wholesale and retail businesses (20.7%), and agriculture and fishing (17.4%). Girls accounted for the majority of children and adolescents working in private households (56.2%) and in wholesale and retail businesses (29.6%). Approximately five out of ten employed boys worked in private households (46.6%) and two out of ten in agriculture and fishing (22.3%).

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<sup>1</sup> The Jamaica National Youth Activity Survey (JYAS) was conducted in 2016 and is the product of a partnership between the Statistics Department Institute of Jamaica and the International Labour Organization (ILO). Its main objective was to collect comprehensive information on children's participation in economic activities. It is the first independent survey of children's activities conducted in the country.

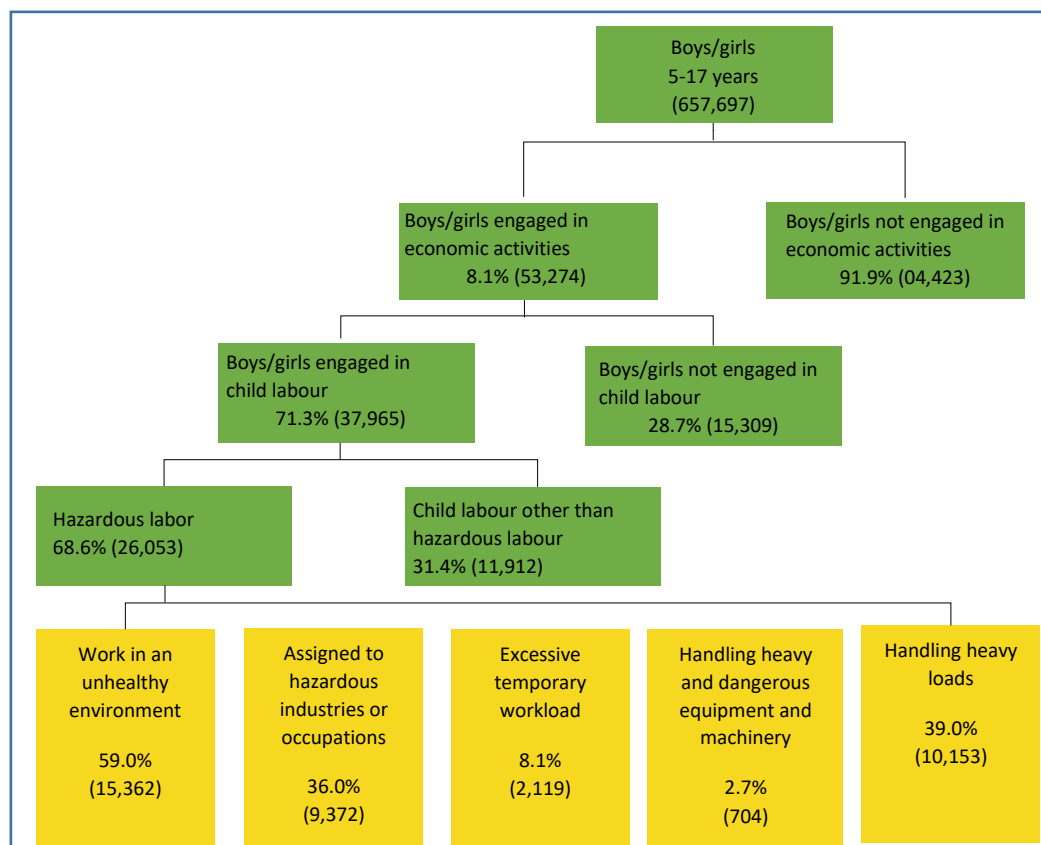
**Figure 2.1 Distribution of employed children and adolescents (5 to 17 years old) by economic sector, 2016 (%).**



Source: Jamaica Youth Activity Survey.

11. 48.9% of the children and adolescents were engaged in hazardous work and 22.4% were engaged in child labour other than hazardous work. In addition, boys in hazardous work were found to work on average more hours than girls. The survey also found that less than one percent of children and adolescents aged 5 to 17 years had never attended school and the average school attendance was 97.5%. In the case of hazardous work, more than half of the number of children and adolescents worked in an unhealthy environment (59.0%), 36.0% were assigned to hazardous industries and occupations, 39.0% handling heavy loads, 8.1% had excessive temporary workloads, and 2.7% worked operating heavy machinery and hazardous equipment.

**Figure 2.2. Key findings from the Jamaica Youth Activity Survey (Number and %), 2016.**



Source: Jamaica Youth Activity Survey.

### 2.1.2. The institutional framework in the fight against child labour in Jamaica

12. The country has the Child Care and Protection Act (CCPA) of 2004 and additional laws that form the legislative framework underpinning national child labour-related policies. The CCPA prohibits the employment of children under 13 years of age and allows only light work for children 14 years of age and older.
13. Jamaica is a signatory to ILO Conventions No. 138 and No. 182, the United Nations Convention on the Rights of the Child (CRC), the Optional Protocol to the CRC on Armed Conflict, the Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography and the Palermo Protocol on Trafficking in Persons. Consequently, the country has most of the international standards for child labour protection laws and regulations.
14. The institutions responsible for addressing child labour in Jamaica are spread across several ministries and agencies. The main one is the Ministry of Labour and Social Security (MLSS) which, through its Child Labour Unit (CLU), is responsible for ensuring that a comprehensive policy and implementation framework is in place to enable sustained action to combat, prevent and eliminate child labour. The country has the National Steering Committee on Child Labour (NASTOCL), which is a multisectoral body with representation from the State, workers' and employers' organizations and civil society. On the other hand, there is the Child Protection and Family Services Agency (CPFSA), an Executive Agency under the portfolio of the Ministry of Education, Youth and Information (MEYI), which has direct responsibility for the island's child protection system. The CPFSA also operates the National Children's Registry (NCR) which receives, reviews and refers reported cases of NNA in danger, neglect, abuse, labour and other threats. The work of the CPFSA is governed by the CCPA (2004), and the agency works in collaboration with the Office of the Children's Advocate (OCA), which is a Commission of Parliament created under the CCPA and established in 2006. The OCA's mandate is to protect and enforce the rights of children in Jamaica.

### 2.1.3. Child labour-related public policy in Jamaica

15. Jamaica has a National Action Plan for the Eradication of Child Labour (2020-2025) to guide the process of developing and implementing programs to combat child labour and apply countermeasures to eliminate the worst forms of child labour. It should be noted that this plan is in the process of being formalized by the respective institutions. Table 2.2 presents the specific objectives outlined in the Plan.

#### **Specific objectives of the National Action Plan for the Eradication of Child Labour in Jamaica 2020-2025.**

Specific objectives
1. The capacities of NASTOCL, the MLSS Inspectorate and key stakeholders are strengthened to fulfill their child labour responsibilities.
2. Awareness programs developed and implemented to combat the effects on boys and girls and eliminate their worst forms.
3. Strengthened social protection mechanisms through increased access to social assistance, basic services, education and alternative forms of income to prevent and combat child labour.

4. Legal reforms, including enactment of lists of hazardous and light work, as well as strengthening of enforcement capacities.
5. Children withdrawn from child labour that have been treated, rehabilitated and reintegrated into schools and communities.
6. Establish partnerships with academia and private research organizations to conduct research on children and to have current data on child labour to inform policy.

Source: National Action Plan to Eliminate Child Labour in Jamaica.

16. On the other hand, the MLSS is developing a National Policy for the Elimination of Child Labour (NPECL) project. The main objective of the NPECL is to eradicate child labour by; (i) improving the welfare and protecting children and adolescents who are currently engaged or are at (differentiated forms of) risk of being engaged in all forms of child labour; and (ii) concretely addressing the root and different underlying causes of child labour, including in its worst forms.

#### 2.1.4. The CLRISK implementation process and results in Jamaica

17. When in 2018 the Regional Initiative (IR) starts the implementation of the CLRISK, it requests interested countries to prepare a written request of intent to implement the model, only Jamaica and Guyana<sup>2</sup> expressed their interest to participate<sup>3</sup>.
18. The implementation of Phase I of the CLRISK has been carried out in four stages: (1) Identification of factors associated with child and adolescent labour risk for the population between 5 and 17 years old in economic activities, (2) Estimation of the logistic model from the JYAS 2016, (3) Application of the coefficient estimated with the JYAS 2016 to the Population and Housing Census 2011, (4) Territorial characterization and preparation of the sheets by county.
19. The institution that led the process of implementing Phase I of the CLRISK has been the MLSS, represented by the Director of Child Labour, who worked closely with the ILO National Child Labour Project Coordinator of Trinidad and Tobago in charge of the Caribbean region. A second important role was also played by an individual consultant in charge of the analysis and drafting of the final report. Finally, NASTOCL also participated in some key meetings such as the presentation of the model and the discussion of the indicators that would form part of the model.
20. The technical work was carried out by an official from the Statistical Institute of Jamaica (STATIN), in very close collaboration with an ECLAC official, who had trained her in 2019, and who had constant contact via internet during 2019 and 2020 at the different stages of the process.
21. Jamaica's CLRISK was derived from the 2016 JYAS coefficients imposed on the 2011 Population Census microdata. Administrative records and statistical information from different Ministries, Departments and Agencies (MDAs) were also reviewed and analysed to verify the model findings.

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<sup>2</sup> Due to changes in state administration and politics, no progress could be made in Guyana.

<sup>3</sup> One of the reasons for this result is the fact that only two countries in the Caribbean were in a position to implement the model more immediately, Jamaica and Suriname, as they were the only ones with recent child labour estimates.

**Table 2.3. Estimated child labour risk model by counties.**

	County	Total NNA	Estimated number of NNA at risk of child labour	Estimated number of NNA without child labour risk	Average child labour probability
High risk areas	Surrey	193439.5	17498.0	175941.5	9.0
Medium risk areas	Cornwall	157563.7	16137.6	141426.4	10.2
Low risk areas	Middlesex	311909.2	20052.5	291856.8	6.4
Total	Jamaica	662912.4	53688	609224.5	8.5

Source: Child Labour Risk Identification Model Jamaica

22. The 2016 JYAS data suggest that the higher the educational level of the head of the household, the lower the probability of child labour. The results also assigned statistical significance to age, gender, socioeconomic stratum of location (rural/urban), and school attendance. The following variables were used to determine the vulnerability of children to child labour in Jamaica:

- Age, gender and geographic distribution/place of residence (rural/urban).
- Current school attendance (currently attending school/not currently attending school).
- Education of head of household - last school attended (primary, secondary, post-secondary).
- Spouse's education (of the head of household)- last school attended (primary, secondary, post-secondary).
- Employment status of the head of household (working/not working).
- Employment status of the spouse of the head of household (working/not working).
- Hours worked by the head of household.
- Industry in which the head of household works (agriculture, construction, wholesale and retail).
- Employment status of the head of household (employee/self-employed).
- Employment status of spouse (employee/self-employed).

23. Based on the results of the national model, risk factors that increase the probability of child labour were identified, as well as protective factors that reduce the probability of child labour in both rural and urban areas. In the national model, all the variables except for the educational level of the spouse of the head of household, were found to be significant. The findings indicate the following:

- Age is an increasing risk factor for child labour, as the probability of working increases with age.
- Gender and place of residence are also significant variables, as child labour is higher among children and adolescents in rural areas. The model indicates that being a male increases the probability of being engaged in child labour by 0.46 and increases by a

factor of 1.6 as the children and adolescents gets older. Thus, a male child between the ages of 5 and 17 is 1.6 times more likely to be involved in child labour than a girl of similar age. As such, a male child is 58.6 percent more likely than a female child.

- In terms of location, an children and adolescents between 5 and 17 years old residing in an urban area is 0.7 times less likely to be involved in child labour compared to the odds of an children and adolescents of the same age group residing in a rural area and engaged in child labour.
- School attendance was found to act as an important protective factor. Thus, at the national level, a child between 5 and 17 years old who is currently attending school is 0.3 times less likely to be engaged in child labour compared to the odds of a child between 5 and 17 years old that is not attending school.
- Household composition, employment status, living conditions and characteristics of household members were found to be relevant factors for child labour in Jamaica.
- The employment status of the adults in the household, the hours worked, the employment status of the head of household, and the industry in which the head of household worked were also found to be significant variables influencing the likelihood of children's participation in child labour.

24. The time invested during this Phase I was longer than expected, due to several factors. Having the participation of the STATIN was a time-consuming process due to the need to establish coordination between different State institutions, in addition, the person assigned by the STATIN had to distribute her work time between the CLRISK and her regular tasks, which generated delays. Additionally, there were also delays in accessing the sources of information to estimate the CLRISK, which were delivered to the work team in 2019.
25. To date, a report is available, although it is not the final version.

## 2.2. Evaluation criteria

### 2.2.1. Relevance

26. From the interviews conducted, it is clear that there is recognition of the importance of the CLRISK because it is expected to provide Jamaica with information (so far non-existent) on child labour risk at the *constituency*<sup>4</sup> level, which is expected to enable them to identify locally appropriate solutions to address child labour vulnerability factors. However, those interviewed recognize that the ownership of the CLRISK at the national and local levels will be a long process that is not yet fully defined.
27. There are political, institutional and statistical information availability factors that explain the current progress of Phase I of the CLRISK in Jamaica. On the political side, the country showed a strong political will expressed in the commitment of the MLSS to develop the model; however, this commitment is assessed as not constant over time by a group of interviewees. On the institutional side, Phase I included the participation of STATIN and NASTOCL. The MLSS does not have an area specialized in labour studies; therefore, the participation of STATIN, which is an agency of the Ministry of Finance and the only national (government) institute responsible for statistical data collection and analysis, was requested; however, obtaining its participation demanded levels of coordination at the

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<sup>4</sup> With this word we refer to what in Jamaica is called in English *Constituency*, which can be translated in Spanish as *circunscripción* or *circunscripción electoral*, which is a lower level than the Parrish and which does not have a governing body.

highest Cabinet level between the MLSS and the Ministry of Finance. NASTOCL's participation is considered fundamental because it has agreed to use the results of the CLRISK in its future policies and plans, although those interviewed acknowledge that the process of implementing Phase II of the CLRISK is still unclear. Regarding the availability of statistical information, although the country had the results of a specialized child labour survey, it is important to note that the country does not have an open data policy, whether from national censuses or administrative records of public institutions; in this sense, having access to such information is a limitation.

#### **2.2.2. Design Consistency and Validity**

28. It was possible to implement the model in Jamaica because the JYAS survey was developed a few years earlier with the support of the ILO. With these data and those from the 2011 National Census, the conditions for constructing the CLRISK were met. However, the people interviewed indicated that there was difficulty in adapting the model, which had worked for other Latin American countries, to the reality of the Caribbean because in the latter region the number of cases of boys, girls and adolescents in child labour situations was much lower, and the model had not been designed to run with that number of data. This meant that ECLAC had to make some adjustments.

#### **2.2.3. Efficiency**

29. Section 2.4 of this report provides a synthesis of the CLRISK implementation process and the main results in Jamaica. To date (February 2021), the CLRISK does not have a final report due to the fact that it is in the process of consultation by the institutions that make up NASTOCL.
30. All the people interviewed have underlined the importance and potential of the CLRISK for future interventions and for public policy decision making to fight child labour. However, it is likely that it is not yet known by local level institutions as there has not been a dissemination campaign about the tool and its benefits, although this a priority to be considered.

#### **2.2.4. Management efficiency**

31. One of the difficulties in implementing the CLRISK is that the roles and responsibilities of key institutions, such as STATIN, were not fully defined from the outset, which made it difficult to meet the expected deadlines.
32. ECLAC's contribution has been fundamental in the whole process, from training to the development and explanation of the results of the CLRISK in Jamaica. In addition, ECLAC was an interlocutor that facilitated coordination with STATIN due to its extensive knowledge of the Jamaican statistical system. However, it should also be noted that ECLAC's processes were not fast enough and so, for example, they delivered the initial maps three months (December 2019) after the training (September 2019). On the other hand, decisions were made to modify the initial maps due to some modifications to the model. However, these new maps or updates to the initial national and county level maps and by counties, have not yet been finalized, and the delivery of the final versions, is currently under the responsibility of ECLAC, which is a process that should have been completed in December and continues two or three months later. This is why ECLAC continues to collaborate despite the fact that the agreement with the Regional Initiative is no longer in force.

33. The ST-IR was fundamental in the initial momentum (with support from ECLAC) and in the constant follow-up of the processes and products. The TS played a significant role in promoting coordination among the different national institutions involved in the process. It is worth mentioning the support of USDOL, which helped finance the ST-IR for the Caribbean, one of whose main tasks was to promote the implementation of the CLRISK in Jamaica.
34. The ILO's contribution was very significant, starting with the fact that it was the one who, through FUNDAMENTALS, promoted the JYAS survey, without which the CLRISK would not have been possible. In addition, the ILO Caribbean office provided the resources for the hiring of the consultant in charge of the CLRISK.
35. NASTOCL's contribution has allowed all the progress made to be validated by its representatives. It is expected that NASTOCL will be a leading body in the identification and formulation of actions to be taken after the preparation of the characterization sheets.

#### 2.2.5. Impact and sustainability orientation

36. The National Steering Committee on Child Labour (NASTOCL) has endorsed the use of the CLRISK and the Jamaican Ministry of Labour and Social Security (MLSS) has seen the need to use the CLRISK for Phase II implementation. In that regard, it has already been determined that there is going to be a second round of mapping at the constituency level that they want to use to inform their strategies and interventions<sup>5</sup>. The model is already being adapted by ECLAC for another application, to generate this other level of maps. Likewise, once they are available, consultancies will be needed to inform their actions.
37. There is still no information available on the probable use of the CLRISK by other institutions of the child protection system against child labour. In this sense, it is necessary to develop advocacy actions (or dissemination or training) at the level of other State institutions so that they appropriate and use the results of the CLRISK.
38. One factor that can impact sustainability is that the functions required to complete the work with this tool are determined and funded.

### 2.3. Lessons learned, best practices and recommendations

#### 2.3.1. Lessons learned

39. The decision to apply Phase I of the CLRISK in a given country requires that at least two minimum conditions be met: identifying the existence, availability and quality of the supply of information to estimate the model and determining the potential, limitations and restrictions faced by the institutions potentially identified to participate in the process.
40. The involvement of other stakeholders, although it has occurred to some extent, is taking time to consolidate or solidify. While members of the National Steering Committee on Child Labour (NASTOCL) attended a couple of meetings and provided information when requested, there could have been greater collaboration from various sectors in the CLRISK implementation process, as well as from workers' and employers' organizations, which so far have not expressed or shown a clear interest in the issue. Tools such as the CLRISK,

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<sup>5</sup> Incidentally, one informant told us that they have decided to work at a more micro level, as in the case of *constituencies*, because seeing the levels of risk at that scale allows them to identify more direct solutions to deal with vulnerability factors.

which require the participation of various institutions, may be affected by the low levels of coordination and cooperation of the public institutions involved. In this sense, it should be emphasized that efforts have been made to give greater vitality to collaboration or importance to the network, but it is necessary to consider that the national processes and internal policies that exist among the various groups involved in a particular reality must be respected and that strategies should be proposed starting from the identification of this context.

41. Due to the constant delays caused by various coordination problems or bureaucratic obstacles, a very exhaustive follow-up process has had to be carried out, which has demanded an unforeseen amount of time and resources. Therefore, it is important to consider that the design of interventions should always take into consideration the time it will take to effectively monitor the results, which in the long run will result in the likelihood of achieving the desired sustainability.
42. An additional point to note is that in Jamaica there has been little effort to document what has been done in the area of child labour. There has been no access to information relevant to what has been done by the Committee or other initiatives. This is a weakness because it makes planning more difficult.

### 2.3.2. Good practices

43. A good practice has been the constitution of the National Steering Committee on Child Labour (NASTOCL) and its contribution to the CLRISK, which has begun to give it legitimacy. However, as previously mentioned, there is still room for improvement in its involvement in the CLRISK as a whole, and that of its actors separately.

### 2.3.3. Recommendations

44. The lack of institutionalization of everything related to the CLRISK should be replaced by a system with more guided agreements and defined responsibilities among the actors and, ideally, a financial allocation for the development of activities. It would be important for the Technical Secretariat to identify those responsible for carrying out these processes and then work on influencing their implementation (as an item on the agenda).
45. It is necessary to pay special attention to the reasons for the delays in the CLRISK processes. The TS could contribute by analysing the bottlenecks, identifying a work agenda with commitments, responsible parties and deadlines agreed upon by the parties involved, because the upcoming processes should be more compelling and effective.
46. In Jamaica, there is still a need for advocacy, dissemination and training on the CLRISK to other institutions that should be interested in its application in the future. This work still needs to be deployed, as it is necessary for the model to achieve the desired impact. These activities go beyond the commitment that the TS may have, but it can help to make it a major issue to which the institutions that are part of the national network against child labour are committed.
47. Regarding the lack of documentation of the processes, it is recommended that the TS encourage greater commitment from the parties involved to have reports of the actions taken and/or prepare reports on the activities carried out.

## Capítulo 3. The CLRISK in Argentina

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### 3.1. Child labour in Argentina

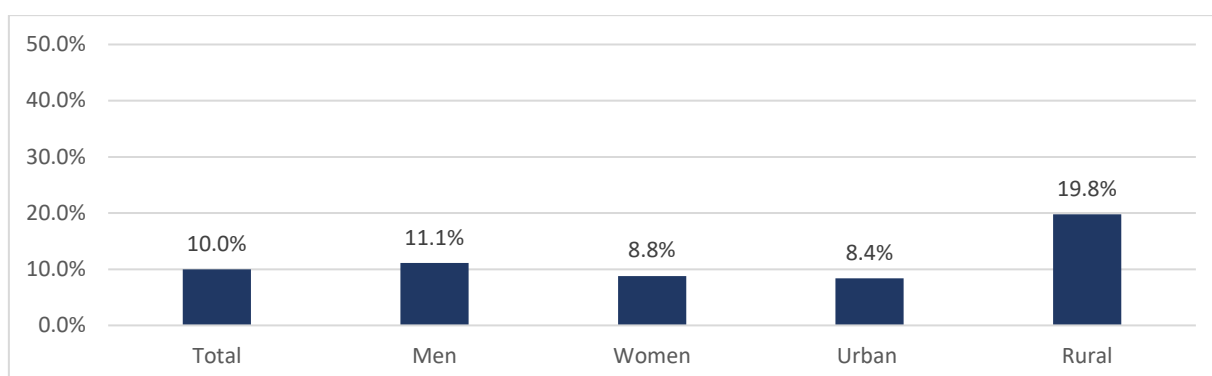
#### 3.1.1. Child labour estimates in Argentina

48. The Survey of Activities of Boys, Girls and Adolescents 2016-2017 (EANNA) 2016-2017 is the most updated source of specialized child labour information available in the country. The Survey was conducted by the Ministry of Labour, Employment and Social Security (MTESS), through the General Directorate of Macroeconomic Studies and Labour Statistics, jointly with the National Institute of Statistics and Census (INDEC), and is the second one applied in the country (the first was done in 2004), although it is the first one done at a national level and covers urban and rural areas.
49. According to INDEC (2018)<sup>6</sup>, the concept of child labour used in the EANNA considers the set of productive activities developed by NNA from 5 to 15 years old and adolescents aged 16 and 17 (according to Law 26,390, from the age of 16 adolescents can work with certain special protections). Regarding the activities included within the concept of child and adolescent labour, the EANNA considers all those of a productive nature carried out by children and adolescents under the age of 18, which include economic and non-economic activities:
- Economic activities.
    - Commercial production (production of goods and services for sale).
    - Non-commercial economic production (production for self-consumption).
      - Production of goods for own account.
      - Construction and repairs for own account.
  - Non-economic activities.
    - Unpaid domestic services.
    - Volunteering and community service.
50. According to the EANNA, 763,544 boys and girls between 5 and 15 years of age are engaged in at least one productive activity, which represents 10% of the total number of boys and girls between 5 and 15 years of age in the country. Likewise, 428,581 adolescents between 16 and 17 years of age carry out at least one productive activity, which represents 32% of the total number of adolescents in the country. In both age groups, the proportion of those who participate in at least one productive activity is higher among men than among women and especially in rural areas compared to urban areas.

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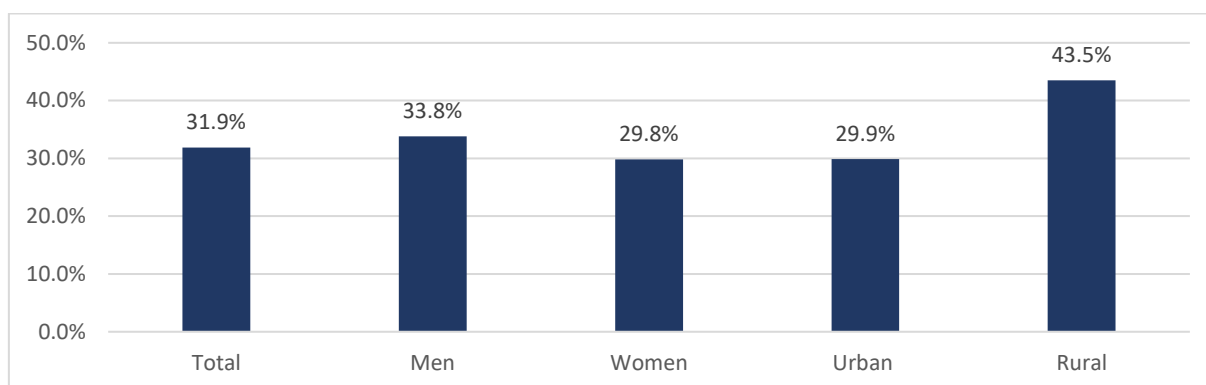
<sup>6</sup> "Survey of Activities of Boys, Girls and Adolescents 2016-2017."

**Table 3.1. Percentage of children and adolescents between 5 and 15 years of age participating in productive activities, by sex and area.**



Source: INDEC (2018) "Survey of Activities of Boys, Girls and Adolescents 2016-2017".

**Table 3.2. Percentage of adolescents between 16 and 17 years of age participating in productive activities, by sex and area.**



Source: INDEC (2018) "Survey of Activities of Boys, Girls and Adolescents 2016-2017".

51. Among NNA between 5 and 15 years of age who carry out at least one productive activity, the most frequent is intensive domestic activity, secondly, economic activity for sale, and thirdly, economic activity for self-consumption. On the other hand, among adolescents aged 16 to 17 who carry out at least one productive activity, the most frequent is economic activity for sale, followed by intensive domestic activity.
52. When comparing these results by sex, it is observed that the proportion of those who perform intensive domestic activities is higher among women than among men (especially among adolescents) and the opposite occurs with economic activities for sale. According to INDEC, this result is found in all regions of the country and reflects cultural patterns of the sexual division of labour that tend to relocate girls and adolescents to domestic activities. When comparing these results by area, in the three types of activities, the proportion of those who carry them out is higher among children and adolescents in rural areas, mainly with regard to economic activities for self-consumption.

**Table 3.1. Percentage of boys and girls between 5 and 15 years of age participating in productive activities, by type of activity, sex and area.**

Type of productive activity	Total 5-15 years	By gender		By area	
		Men	Women	Urban	Rural
Performing a market activity	3.8%	4.8%	2.7%	3.3%	7.0%
Performing an activity for self-consumption	3.0%	4.4%	1.5%	1.9%	9.8%

Performing an intensive domestic activity	4.8%	4.0%	5.6%	4.3%	8.0%
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Source: INDEC (2018) "Survey of Activities of Boys, Girls and Adolescents 2016-2017".

**Table 3.2. Percentage of adolescents between 16 and 17 years of age participating in productive activities, by type of activity, sex and area.**

Type of productive activity	Total 16-17 years	By gender		By area	
		Men	Women	Urban	Rural
Performing a market activity	18.0%	22.8%	12.7%	17.2%	22.8%
Performing an activity for self-consumption	7.1%	9.8%	4.1%	5.3%	17.8%
Performing an intensive domestic activity	13.3%	8.5%	18.6%	12.8%	16.1%

Source: INDEC (2018) "Survey of Activities of Boys, Girls and Adolescents 2016-2017".

53. According to INDEC (2018)<sup>7</sup>, in urban areas the most widespread mercantile activities among children and adolescents are related to work in businesses, workshops or offices (for 40% of boys and girls and 38% of working adolescents) and home construction and repair among older boys (30% of adolescents). Among urban adolescents, childcare and care of the elderly or sick, house cleaning, and preparation of meals or products for sale stand out, with these activities accounting for nearly 40% of their work.
54. In rural areas, more than half of the children who work are engaged in growing or harvesting products for sale, caring for animals, helping in the construction or repair of other homes and/or helping in businesses or offices. And more than half of working adolescents are engaged in growing or harvesting produce for sale, helping in businesses, stores or warehouses, building or repairing homes, producing bricks, and/or caring for farm animals.
55. According to INDEC (2018)<sup>8</sup>, the vast majority of working boys, girls and adolescents lack some type of social benefit (paid vacations, social security, paid sick days, etc.) derived from their work. Regarding the intensity of the workday, among those aged 5 to 15 years old, 9% in urban areas and 6% in rural areas carry out workdays of 36 or more hours per week, and among adolescents aged 16 and 17 years old, 26% in urban areas and 27% in rural areas have a full-time workday. The same source indicates that other unfavourable working conditions are evident among boys, girls and adolescents: one out of every three is tired by the activity he/she performs; nearly one out of every three reports that he/she feels excessively cold or hot while working; and one out of every four urban children performs his/her activity in the street or on some means of transportation.
56. It is also mentioned that labour income gaps by sex are evident from childhood (urban and rural girls earn an average salary 22% lower than that of their male peers) but especially in adolescence (the average salary of an urban adolescent girl is 40% lower than that of boys, while among her rural peers the gap reaches 58%).
57. Based on the results of the EANNA, INDEC proposes the need to address different lines of research, including the application of a child labour predictor model to estimate the probability of occurrence of the phenomenon at the local level, particularly at the municipal level, thus allowing the targeting of policies in the territories. The CLRISK is precisely a tool to estimate this probability.

<sup>7</sup> Ibid.

<sup>8</sup> Ibid.

### 3.1.2. The institutional framework in the fight against child labour in Argentina

58. In 1996 the MTESS signed a Memorandum of Understanding with the ILO and committed itself to the creation of a national tripartite body responsible for formulating and executing action plans with objectives, priorities and actions for the eradication of child labour. In 2000, the National Commission for the Eradication of Child Labour (CONEATI) was created by Decree 719/2000, with the objectives of coordinating, evaluating and following up on efforts to prevent and eradicate child labour in a real and effective manner. The Commission is chaired by the MTESS and is made up of representatives of the National Executive Power, the employer sector (UIA), the worker sector (CGT and Central de Trabajadores de la Argentina - CTA), with advice from the ILO and UNICEF.
59. Argentina has a federal structure government, so CONAETI has promoted since its inception a policy of articulation and strengthening of levels that have the primary competence to address the issue of child labour. Thus, in 2002, through the signing of an agreement between the Federal Labour Council, the MTESS and CONAETI, the creation of the Provincial Commissions for the Eradication of Child Labour (COPRETI) was promoted. At present, there are 24 COPRETIS.
60. Within the MTESS, actions linked to PETI are led by the Coordination of Child Labour Eradication and Adolescent Labour Protection Policies, created in 2015, who has the support of OTIA and other MTESS instances.

### 3.1.3. Child labour-related public policy in Argentina

61. The most relevant regulations related to child labour are the National Constitution of the Argentine Republic; the Convention on the Rights of the Child (ratified by the country in 1990); ILO Conventions No. 138 and No. 182 (ratified by the country in 1996 and 2001, respectively); Law 20744 of the Labour Contract Regime, amended by Law 26.390 on the Prohibition of child labour and Protection of adolescent labour (2008); the Apprenticeship Contract Law; the Federal Labour Pact; Decree 1117/16 which lists hazardous work prohibited for persons under 18 years of age; statutes, specific rules and collective bargaining agreements. Additionally, provincial and Autonomous City of Buenos Aires regulations, resolutions and provisions related to child labour.
62. In Argentina, the National Plan for the Prevention and Eradication of Child Labour and Protection of Adolescent Labour 2018-2022 is in force, the design, implementation and evaluation of which is mainly the responsibility of the Directorate of Policies for the Eradication of Child Labour and Protection of Adolescent Labour of the MTESS. The general objective of the Plan is to "Ensure the prevention and eradication of child labour in all its forms and the protection of adolescent labour, in compliance with target 8.7 of the SDGs." To achieve it, it contemplates six specific goals, the first three linked to a cross-cutting action axis, the next two to the prevention axis, and the last one to the rights restitution axis.

**Table 3.3. Lines of action and specific objectives of the National Plan for the Prevention and Eradication of Child Labour and Protection of Adolescent Labour 2018-2022.**

Lines of action	Specific objectives
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Cross-cutting axis	Promote the vision of child labour and adolescent labour in unprotected conditions as a violation of children's rights, assessing the impact on their development through mass dissemination strategies and specific training for key agents with advocacy capacity.
	2. To consolidate and strengthen the comprehensive information system (Observatory and other instances of social information production) on child and adolescent labour, aimed at analysing the situation to support the design and implementation of public policies.
	3. Strengthen the technical, institutional and territorial capacities of the COPRETI's.
Prevention axis	4. Expand the possibilities of adults in charge of boys, girls and adolescents and of the family as a whole to reduce the need to resort to child and adolescent labour in unprotected conditions.
	5. Develop measures to prevent and eradicate the use of child labour and to ensure that adolescents are hired in a protected manner.
Restitution of rights axis	6. Improve strategies for the detection of unprotected child and adolescent labour and the subsequent mechanisms for the restitution of the exercise of children's and adolescents' rights.

Source: National Plan for the Prevention and Eradication of Child Labour and Protection of Adolescent Labour 2018-2022.

63. The country has also signed the Regional Plan for the Prevention and Eradication of Child Labour in MERCOSUR. This Plan dates from 2006, is renewed every two years and its general objective is "To develop a regional policy for the prevention and eradication of child labour in MERCOSUR". The specific objectives of the Regional Plan are threefold: (1) "To harmonize the MERCOSUR Social and Labour Declaration with the international standards, assumed by the Party States, that guarantee the rights of children, as well as to generate the mechanisms for supervision, control and follow-up of said regulations"; (2) "To have a reliable knowledge of the dimension, scope and diversity of the child labour problem in the region", and (3) "To strengthen institutional mechanisms of horizontal cooperation to enforce national and regional regulations for the prevention and eradication of child labour".

### 3.2. The implementation process and results of the CLRISK - Phase I in Argentina

64. The implementation of Phase I of the CLRISK has been carried out in four stages: (1) Identification of factors associated with child and adolescent labour risk for the population between 5 and 17 years old in economic activities for the market, (2) Estimation of the logistic model from the 2016-2017 EANNA, (3) Application of coefficient estimated with the 2016-2017 EANNA to the 2010 Population Census, (4) Territorial characterization and preparation of provincial characterization sheets.

**Table 3.4. Description of the stages of Phase I implementation of the CLRISK in Argentina.**

CLRISK Stage Phase I	Stage Description
Stage 1. Identification of factors associated with child labour risk	These factors are grouped into:  Demographic: sex, age, coverage, health and household composition of boys, girls and adolescents.

	<p>Education of boys, girls and adolescents (NNA): % of boys, girls and adolescents attending school.</p> <p>Adult education: highest level of education attained by the head of household.</p> <p>Labour: occupational category of the head of household.</p>
Stage 2. Estimation of the logistic model from the 2016-2017 EANNA.	<p>A logit model was specified from the 2016-2017 EANNA data, in which the probability of child and adolescent labour for people between 5 and 17 years old was estimated.</p> <p>The model incorporated the risk factors identified in Stage 1 as independent variables. A model with the same specification of variables was estimated separately for urban areas (locations with 2,000 or more inhabitants) and for rural areas (clustered and dispersed populations of less than 2,000 inhabitants). These two models were estimated for each region (Greater Buenos Aires, Northeast, North-West, Cuyo, Pampean and Patagonian), obtaining specific coefficients for each region, differentiating between urban and rural areas.</p>
Stage 3. Application of coefficient estimates with the 2016-2017 EANNA to the 2010 Population Census.	<p>The coefficients obtained in Stage 2 were used to calculate the child and adolescent labour risk for each individual between 5 and 17 years of age in the 2010 Population Census, which is the latest available in the country.</p> <p>These individual probabilities were grouped and an average risk per department and per province was calculated. Since the EANNA is only statistically representative at the regional level, the estimated coefficients for each region are applied to all the provinces that comprise it.</p>
Stage 4. Territorial characterization and preparation of the National and Provincial specification sheets.	<p>Based on the risk index estimated for each department, a ranking is established in each province and the departments of the province are classified into groups according to their level of risk of child labour occurrence.</p> <p>The sheets prepared present the results for the national total and for each of the country's provinces. The information contained in each sheet is as follows:</p> <ul style="list-style-type: none"> <li>*Percentage of children at risk of child labour in the province.</li> <li>*Risk map: number of departments in the province according to high, medium or low risk of child labour occurrence.</li> <li>*Regional data (these are the same in all the sheets of the provinces of the same region): number of boys, girls and adolescents engaged in market activities, disaggregated by sex and area.</li> <li>*Provincial data: % employed population according to branch of activity, % people living in poverty, activity rates, employment rate. From the Permanent Household Survey of the IV Quarter 2018.</li> <li>*Factors associated with risk: for each group of departments (high, medium and low risk) range of child labour risk probability of occurrence and number of departments. Also, the average value of the socio-demographic factors of child labour risk or protection included in the model.</li> </ul>

	*Key factors in the risk map: to identify the relationship of child and adolescent risk with the incidence of these factors.
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Source: Guide for the interpretation of the CLRISK Argentina sheets, January 2020.

65. A noteworthy aspect of the CLRISK Phase I implementation process is that, in addition to the 2016-2017 EANNA, other sources of information from the Ministry of Education and the National Social Security Administration (ANSES) were used, including qualitative information through rapid assessments and workshops. These sources were used for the fourth stage of implementation of Phase I of the CLRISK (territorial characterization). For the second stage it was also important, as a test exercise to figure out how it worked, to estimate the logistic model with data from the Adjusted Module of Children and Adolescents of the 2012 Household Survey.
66. The institution that led the implementation process of Phase I of the CLRISK has been the OTIA of the MTESS. CONAETI also participated through the Coordination of Policies for the Eradication of Child Labour and Protection of Adolescent Labour, basically in the discussion on the information that the Characterization Sheets should contain and how to present it. Other CONAETI institutions such as ANSES and MINEDU also participated by providing information on some variables related to child labour risk factors identified in the first stage. The ILO and ECLAC organized an initial workshop where the CLRISK methodology was presented and then have played a role of accompaniment and technical assistance to the OTIA, including the work of an external consultant hired for the application of the model.
67. According to <sup>9</sup>the CLRISK National Characterization Sheet, the results show an average risk for Argentina at the departmental level of 6.54%. The number of departments considered to be at high risk (greater than 8.8%) is 55, which represents 11% of the total included in the Model (511<sup>10</sup>); 344 departments are at medium risk (67% of the total) and 112 departments are at low risk (22% of the total).

**Table 3.5. Sociodemographic characterization of Argentina's departments according to level of child and adolescent labour risk.**

	Departments with high risk	Departments with medium risk	Departments with low risk	National average
Child labour risk probability range	(8,8-20,4)	(5,0-8,8)	(1.3-5,0)	6,5
# departments	55	344	112	511
% rural population	38.2	11.7	3.0	9.0
% Households with NNA and NBI	27.4	15.2	11.2	14.1
Households with unregistered salaried head of household	44.5	29.4	21.3	26.6

<sup>9</sup>[https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI\\_FichaNacional\\_Argentina.pdf](https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_FichaNacional_Argentina.pdf)

<sup>10</sup> Which in turn represent almost 100% of the 529 second-order subdivisions in the national territory (379 departments, 135 partidos and 15 communes).

% Population aged 0-17 years old without paid health care coverage	64.5	47.3	35.6	43.9
% Population aged 12-14 not attending school	8.2	3.7	2.4	3.5
% Population aged 15-17 years old not attending school	34.4	20.0	14.1	18.5
Average index of the social context of education (ICSE)	0.5	0.4	0.3	0.4
% Population 3-17 years with a critical level of ICSE	57.4	27.4	15.2	24.4
% coverage of Universal child allowance for children 5 to 11 years old	38.3	35.2	29.2	33.3
% AUH Coverage 12 to 14 years old	27.1	27.0	23.1	25.7
% AUH Coverage 15 to 17 years old	22.8	22.8	19.6	21.7

Source: The CLRISK National Characterization Sheet.

Note. The values of all indicators have been calculated based on the 2016-2017 EANNA and the 2010 Census. To estimate the value of the indicators linked to education (#8 and #9), information from the Ministry of Education has been used as an additional source, and for the value of the last three indicators, information from the National Administration of Social Security- ANSES (2018).

68. In Argentina, according to the model, the risk of child and adolescent labour increases with the age of the children and adolescents and is higher in males. Likewise, high-risk departments are characterized by having a higher proportion of: (a) rural population, (b) households with NBI (Unsatisfied basic needs)<sup>11</sup>, (c) households with unregistered salaried head, (d) population between 0 and 17 years old without paid health coverage, (e) population between 12 and 17 years old not attending school, and (f) population between 3 and 17 years old with ICSE<sup>12</sup> at a critical level. On the other hand, there are no major differences between high-, medium- or low-risk departments in terms of the percentage of children and adolescents covered by the universal child allowance.
69. In addition to the National Characterization Sheet, 25 Provincial Sheets were prepared<sup>13</sup> (including one for the City of Buenos Aires and one for Greater Buenos Aires). The following table shows for each province, the probability of child and adolescent labour risk, as well as the number of departments/partidos/communes with high, medium and low risk.

<sup>11</sup> Households with at least one deprivation in: housing, sanitary conditions, overcrowding, school attendance and subsistence capacity.

<sup>12</sup> Index that classifies geographic units according to social vulnerability. This is a multidimensional measure calculated from housing characteristics, access to safe water, adequate sanitation, formal education of adults in the household, and economic capacity.

<sup>13</sup> [https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI\\_FichasProvinciales\\_Argentina.pdf](https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_FichasProvinciales_Argentina.pdf)

**Table 3.6. Sociodemographic characterization of Argentina's departments according to level of child and adolescent labour risk, disaggregated by province.**

Province	Child and adolescent labour risk probability	Departments/partidos/communes according to risk			
		Total	High	Medium	Low
BUENOS AIRES	5%	110	13	76	21
CATAMARCA	7.6%	16	3	11	2
CHACO	7.7%	25	7	12	6
CHUBUT	3.2%	15	2	4	9
AUTONOMOUS CITY OF BUENOS AIRES	3%	15	4	7	4
CORDOVA	5.3%	26	4	7	15
CORRIENTES	7.8%	25	3	13	9
ENTRE RIOS	5.5%	17	3	10	4
FORMOSA	7.8%	9	1	5	3
GREATER BUENOS AIRES	5.2%	25	5	11	9
JUJUY	7.6%	16	4	9	3
LA PAMPA	5.5%	22	5	6	11
LA RIOJA	7.6%	18	8	9	1
MENDOZA	6.4%	18	5	9	4
MISIONES	8%	17	4	4	9
NEUQUEN	3.2%	16	1	3	12
RIO NEGRO	3.4%	13	1	2	10
SALTA	7.5%	23	9	10	4
SAN JUAN	6.1%	19	6	10	3
SAN LUIS	5.9%	9	2	4	3
SANTA CRUZ	3%	7	3	2	2
SANTA FE	5.2%	19	3	6	10
SANTIAGO DEL ESTERO	7.6%	27	9	13	5
TIERRA DEL FUEGO	3%	4	1	1	2
TUCUMAN	7.6%	17	9	5	3

Source: CLRISK's Provincial Characterization Sheets.

70. In practically all provinces, high-risk child and adolescent labour departments are characterized by having a higher proportion of the population between 12 and 17 years of

age that does not attend school. Likewise, in most provinces, high-risk departments tend to have a higher proportion of households with an unregistered salaried head of household, a population between 3 and 17 years of age with ICSE at a critical level, with unsatisfied basic needs, with a population between 0 and 17 years of age without paid health coverage, as well as a higher percentage of rural population.

### 3.3. Evaluation criteria

#### 3.3.1. Relevance

71. The CLRISK is a relevant tool for the design and development of public policies aimed at child labour prevention in Argentina. The 2018-2022 National Plan for the Prevention and Eradication of Child Labour and Protection of Adolescent Labour mentions the country's commitment to "apply the predictor model using the 2017 EANNA microdata to generate a mapping of high-risk areas <sup>14</sup>"; in addition, the Plan considers actions aimed at disseminating the results of the predictor model and designing public policies aimed at the prevention and restitution of rights of children and adolescents at risk of child labour using the results of the model as a source of information.
72. There are political, institutional and statistical information availability factors that facilitated the development of Phase I of the CLRISK in Argentina. On the political side, the country showed a strong political will expressed in the commitment of the MTESS to develop the model. On the institutional side, Phase I counted on the participation of the OTIA and CONAETI. The OTIA, the agency in charge of leading the implementation of Phase I of the CLRISK, has solid technical knowledge on labour issues and highly trained technical teams. CONAETI's participation, although specific to Phase I of the CLRISK, can be a fundamental instance for the dissemination of the model and for the articulation with other government agencies. On the statistical information side, access to the sources of information used (a combination of the EANNA, which is not representative at the municipal level, with administrative records of the Ministry of Education and ANSES and qualitative information through rapid assessments and workshops) facilitated the work.
73. According to the people interviewed, the main advantages of the CLRISK tool are: (a) it has provincial and departmental representativeness and estimates risk factors, both factors that allow complementing the information of the EANNA, whose representativeness is regional and which calculates the incidence of child labour; (b) it provides statistical evidence that can be used for public policy decision-making, which is rare in Argentina and in general in LAC countries; (c) it makes visible provinces that do not have such a high level of social vulnerability and poverty (and, therefore, are not usually prioritized, for example, when determining the geographic scope of social programs) but that do have a significant child labour risk; and (d) it gives visibility to the Regional Initiative in the country (one of the people interviewed stated that *"the main anchor point of the Regional Initiative in Argentina has been the CLRISK"*).
74. The CLRISK does incorporate a gender approach since the child labour statistics reported by Argentina include non-economic activities, specifically unpaid domestic service. The CLRISK did not include the race dimension in its analysis.

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<sup>14</sup> It is important to note that the policy does not explicitly mention the CLRISK, but it does mention the application of a predictive model.

75. Regarding the impact of COVID-19, the people interviewed consider that the results of the CLRISK are more relevant when focusing their public policy interventions. However, they also recognize that COVID-19 may affect the priorities of the different levels of government in the fight against child labour, so it requires a strategy so that what has been advanced in terms of public policy is not lost. The fact that the predictor model and the public policy actions derived from it appear in the country's public policy is an argument that should be used by the MTESS and CONAETI to continue with the work that has been carried out.

### 3.3.2. Design Consistency and Validity

76. The design of the CLRISK Phase I is based on a strong coordination between the Ministry of Labour of the country where the CLRISK will be developed, the Technical Secretariat of the Regional Initiative (ST-IR), ECLAC and the ILO. In Argentina, the MTESS asked the Regional Initiative for the mission to implement the model, committing itself to the process of designing and disseminating the CLRISK. The ST-IR provided its technical and political capacities to achieve the an intersection of the participating institutions. The ILO (through its Buenos Aires Office, the TS and external consultants) and ECLAC (through the cooperation agreement with the IR) were responsible for providing technical assistance to the MTESS for the development of the CLRISK.
77. The Focal Points (FPs) of employers and workers have not participated in the CLRISK; however, they consider that they need to be aware of the model and the results obtained in Argentina as they could be key actors in disseminating its results among their organizations.
78. The time invested during this Phase I was a little longer than expected, mainly because in the fourth stage there were several meetings and discussions to select context indicators and to determine the content of the Sheets. The latter, taking into consideration that the institutions were especially interested in ensuring that the risk levels included and explained in the maps did not become a tool to point the finger at certain territories, especially considering that there was an electoral context and a change of government at that time. In view of this situation, the Regional Initiative promoted the message that territories with low or medium risk levels could share their experiences and help others to replicate their institutional and policy practices that have been useful in maintaining risk at those levels.

### 3.3.3. Efficiency

79. Phase I of the CLRISK in Argentina met the expected results. The country has a national report, characterization sheets and maps that identify the level of child labour risk at the national, provincial and municipal levels (**section 3.2 of the report presents a synthesis of the CLRISK implementation process and the main results**). The results of the CLRISK are disseminated on the Regional Initiative's web portal and on the MTESS web portal<sup>15</sup>.

### 3.3.4. Management efficiency

80. The interviewees highly value the technical capacity of ECLAC and highlight the leadership and initiative of the ILO (through the ST-IR and the Office in Argentina) in promoting the process of implementing the CLRISK in Argentina.

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<sup>15</sup> <http://trabajo.gob.ar/estadisticas/eanna/mirti.asp>

### 3.3.5. Impact and sustainability orientation

81. The MTESS, through the OTIA and the Coordination of Child Labour Eradication and Adolescent Labour Protection Policies, has provided information to the COPRETI on the regional results of the 2016-2017 EANNA and on the CLRISK Provincial Characterization Sheets. Specifically, as part of the National Program to Strengthen COPRETI, which aims to consolidate the technical capacities of the provincial commissions, the Sheets have been presented and explained to them by using virtual communication (Zoom).
82. According to MTESS interviewees, some COPRETI are using the CLRISK as an input to design their provincial work plans and intervention protocols. In other provinces (Misiones, Mendoza, Jujuy) local intersectoral roundtables have been formed (with Education, Labour, Health, Social Security, Development) to carry out rapid studies and participatory diagnoses to complement the CLRISK information. There are also provinces that have expressed their interest in a specific child labour modality or in child labour in a specific economic activity (e.g. brick kilns).
83. However, to date there are no examples in any province of the use of the information generated by the CLRISK in the implementation (or at least in the design) of targeted interventions that promote the articulation of sectors, actors and resources at the local level to interrupt the child labour trajectory.
84. On the other hand, there are examples of the use of the CLRISK results as a source of information to prioritize the geographic scope of certain actions (studies, training) related to the PETI carried out by institutions such as INTA, the Ministry of Health or the ILO itself.
85. INTA is a decentralized rural state agency, which depends on the Ministry of Agriculture and carries out research and extension activities. It is not part of CONAETI and until 2018 only included the child labour issue in some research, but currently its entire programmatic portfolio is linked to decent work. For example, they actively participate in the ILO's Offside Project, which (since 2019, with funding from USDOL) seeks to incorporate child labour in the territory into the agenda not only of the labour sector (to address them from the labour aspect) but also of the agricultural and production sectors.
86. INTA learned about the CLRISK when its results were presented, they were interested in it and requested support from the ILO to incorporate child labour in their water access and technology projects. Specifically, they have used the CLRISK in a study carried out in 2020, which sought to measure the impact of water access works on the use of time of families and children and adolescents, especially girls and adolescents, in carrying water and firewood (how they were organized before and after, time gained or not used in child labour) and to propose alternatives to prevent children and adolescents who no longer carry water from "migrating" to other domestic work such as cooking or taking care of farm animals. The CLRISK maps were used, together with the INTA maps on the more than 400 special water access projects, to define the sample of provinces and families in which primary information was collected to achieve the objectives of the study. In addition, according to the interviews conducted, INTA provides tools such as the CLRISK to its extensionists, as part of the child labour sensitization work they carry out with them.
87. With regard to the ILO, the Offside Project is conducting a study of the wine chain in Mendoza and the garlic and tomato chain, linked to child labour. In the absence of representative official data at the departmental level, the CLRISK data have been used to

determine the population samples for the study. Likewise, ILO will conduct a connectivity study to collect geo-referenced information on the status of 5,700 rural and urban schools, which the State has identified as not being able to ensure connectivity in the short or medium term; and in the TOR of this study, ILO requests to characterize the communities with schools without connectivity, using different sources of information, among them the CLRISK.

88. The Ministry of Health participates in CONAETI and COPRETI. The Ministry's commitments in relation to child labour are the detection, follow-up and approach to boys, girls and adolescents in child labour situations and their impact on health; the training of its officials who have contact with the population; and the positioning of the child labour issue at the political level. Like INTA, the Ministry of Health learned about the CLRISK when its results were presented. They found the information reflected in the Maps interesting, inquired about the comparability of the data and the construction of the model, and concluded that the information could complement the information they already had in the Ministry on mortality and other variables. Thus, they presented the CLRISK to the authorities of the Ministry of Health and the Federal Health Council, who agreed to disseminate the information at the provincial level.
89. The Ministry of Health has not yet used the CLRISK information in specific actions, but according to the interviews conducted, there is interest in using it as input for the discussions in the Health and Education Roundtables on the possible reasons why children and adolescents would not return to classes when classes become in-person again; and above all to prioritize training actions for their health teams (taking into consideration that there are approximately 8,000 primary health care centres in the country) in those departments with a higher risk of child labour.
90. Some factors that may favour the sustainability of the CLRISK in the country are the following: (a) strengthening through successive applications, the CLRISK as a tool for generating information at the departmental level on the probability of child labour occurrence; (b) the responsibility for its implementation has basically fallen on the OTIA, who played an active role by contributing their technical and human resources, which has favoured their interest and appropriation and that they are in a position to continue working on its application; (c) it is a tool closely linked to the second specific objective of the National Plan for the Prevention and Eradication of Child Labour and Protection of Adolescent Labour 2018-2022, which is "to consolidate and strengthen the comprehensive information system (Observatory and other instances of social information production) on child and adolescent labour".
91. However, the most important condition for the sustainability of the CLRISK is its appropriation at the national and provincial levels and the use of the information generated in the design and implementation of targeted interventions at the local level that promote a multisectoral approach to interrupt the child labour trajectory. This is the main challenge for Argentina, for which the political decision of the main authorities is key to carry out the design and implementation of local public policies, articulating sectors, actors and resources for this purpose.
92. At this point, a very important aspect of context is that Argentina is a federal country and, therefore, each province is responsible for its policies and has autonomy. The child labour issue is no exception and although at the national level, the MTESS is the entity in charge

of designing public child labour policies, due to the federal nature of the country, each province has the power to determine how it aligns its local policy with the national one. Likewise, the Coordination of Policies for the Eradication of Child Labour and Protection of Adolescent Labour of the MTESS is in charge of developing Provincial Operational Plans, but it is the provinces and municipalities who are in charge of the articulation with the COPRETIS and with sectors. In this context, one achievement of the CLRISK is that it was developed in one governmental administration and its use is being promoted in another one, since usually in LAC new government administrations deny the products/results of previous ones.

93. From the interviews conducted, it was found that the main pending issue is the capacity of appropriation of the CLRISK at the local level and, as a consequence, that the CLRISK is used as a political management tool at this level. Other areas for improvement identified by the people interviewed are: (a) the CLRISK can measure the risk/probability of intensive domestic work; (b) identify child labour risk and associated factors in rural areas where the indigenous population lives, which first requires that the country generate or improve data on the subject and make it accessible; (c) promote greater participation of workers' and employers' organizations in the implementation of the tool, so that they can disseminate its benefits and potential uses to their bases at the local level; and (d) adjust some of the presentation issues of the Characterization Sheets, mainly that the departments can be nominalized (in the Characterization Sheets they are color-coded) to facilitate their identification<sup>16</sup>, as well as include a brief methodological summary, in simple and clear language, on how the results were obtained.

### 3.4. Lessons learned, best practices and recommendations

#### 3.4.1. Lessons learned

94. The experience of Phase I of the CLRISK reveals that the time used to carry out the activities may be longer than initially expected. In this sense, it is necessary that the development of the CLRISK in other countries contain strategies that allow them to mitigate the impact of potential deviations in the plans and comply with the activities within the estimated deadlines or, in any case, that a consideration of more time for the execution of Phase I is incorporated.
95. The heterogeneity of the institutional development of the COPRETIs (in terms of their level of seniority; pace of work; financial resources; knowledge, capacity and level of commitment of public officials to the PETI; engagement of society, level of tolerance or acceptance of child labour; level of impact of child labour) can lead to difficulties in decision-making, as well as mistrust and tensions between provinces.
96. The leadership and technical capacity of the national teams, especially the MTESS, is essential for the country to move forward in the implementation of the CLRISK. This capacity shown by the ministry, the national institution in charge of leading the CLRISK process, is expected to have a favourable impact on the effectiveness, sustainability and impact of the work that is carried out.

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<sup>16</sup> In this regard, it should be noted that the names of the departments of each province are not included in the Characterization Sheet, but are included in the Technical Report that accompanies each Characterization Sheet and is delivered together with it.

97. Encouraging the active participation of Focal Points representing workers' and employers' organizations during the implementation of the CLRISK should be a commitment to be followed by other countries, as it is expected that these actors will contribute their knowledge and experience to enrich the different stages of the process.

#### 3.4.2. Good practices

98. It is considered a good practice for the MTESS to take ownership of the CLRISK results and disseminate them on its web portal. Actions related to the dissemination and diffusion of the CLRISK Characterization Sheets is a necessary condition for other institutions to know the CLRISK results and be able to use them in their work.
99. It is a good thing that the National Plan for the Prevention and Eradication of Child Labour and Protection of Adolescent Labour 2018-2022 incorporates the estimation of predictor models to measure the level of child labour risk in Argentina as a tool for targeting policies against child labour. Incorporating this tool into the policy is expected to make it mandatory, ensure public resources and promote ownership and sustainability of the CLRISK.

#### 3.4.3. Recommendations

100. In the short or medium term, identify the provinces that have shown the greatest interest in using the CLRISK and provide technical assistance to define which multisectoral actions can be most effective at the local level in terms of PETI (taking into consideration the information generated on the main child labour risk factors) and operationalize the implementation of these actions. In the long term, work with COPRETI in the design of preventive child labour public policies at the local level.
101. Consider the heterogeneity of the institutional development of the COPRETIIs when planning Phase II, defining the type of role they should assume, the type of technical assistance required, the mechanisms to support the institutions in charge of leading the process and implementation deadlines.
102. When information is available from the next Population Census (to be conducted in 2021 and which would include questions on activities of children and adolescents), apply the CLRISK again to update its results.
103. Analyse the advantages and disadvantages of conducting an update of the CLRISK that can measure the risk/probability of intensive domestic work.
104. Promote greater participation of workers' and employers' organizations in the implementation of the CLRISK, so that they can disseminate its benefits and potential uses in their databases at the local level.
105. The Ministry of Labour is recommended to develop partnerships with the institutions in charge of administrative records considered necessary for future CLRISK estimates in order to ensure access to this source of information not only when required but also with the necessary quality standards for statistical purposes.

## Capítulo 4. The CLRISK in Mexico

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### 4.1. Child labour in Mexico

#### 4.1.1. Child labour estimates in Mexico

106. According to the National Survey of Child Labour (ENTI) 2019<sup>17</sup>, the child labour rate<sup>18</sup> is 11.5%, which means that 3.3 million of children and adolescents perform work that is not permitted by law or that puts their health at risk and affects their physical and/or mental development. Child labour increased in 2019 by 0.5% compared to 2017; by sex, this increase is due to the growth in labour participation of girls and adolescents. The boys, girls and adolescents performing some non-permitted occupation<sup>19</sup> amounts to 7.1% during 2019, presenting no variation with respect to 2017. Differences by sex are observed in the rate of participation in non-permitted occupations, being higher in male children and adolescents with respect to their female peers. The rate of household chores in unsuitable conditions<sup>20</sup> reaches 5.3%, which represents 1.5 million children and adolescents between 5 and 17 years of age. Compared to 2017, this rate increased in 2019. By sex, we find a higher participation of girls and female adolescents (5.6%); however, the participation of their male peers is not far from that figure (5.0%). The participation of children and adolescents in labour activities and household chores in unsuitable conditions shows marked differences by state, with Oaxaca, Puebla and Chiapas having the highest participation rates, while at the other extreme are the states of Baja California, Mexico City and Nuevo Leon.

**Table 4.1. Mexico. Indicators of NNA's participation in child labour, non-permitted occupations and household chores in unsuitable conditions by sex, 2015-2019.**

(Percentage with respect to the population from 5 to 17 years old).

Year and type of indicator	Total	Man	Woman
<b>Child labour rate</b>			
2015	12.4	15.0	9.6
2017	11.0	13.6	8.4
2019	11.5	13.6	9.2
<b>Non-permitted occupations rate</b>			
2015	7.5	10.7	4.2
2017	7.1	10.1	3.8
2019	7.1	9.8	4.2
<b>Rate of household chores in inadequate conditions</b>			
2015	5.7	5.5	6.0
2017	4.7	4.5	4.9

<sup>17</sup> ILO, STPS (2020) Results of the National Survey of Child Labour (ENTI) 2019. Retrieved from the web portal. [https://www.inegi.org.mx/contenidos/programas/enti/2019/doc/enti\\_2019\\_presentacion\\_resultados.pdf](https://www.inegi.org.mx/contenidos/programas/enti/2019/doc/enti_2019_presentacion_resultados.pdf)

<sup>18</sup> Defined as the proportion of the population aged 5 to 17 years that participates in the production of goods and services that are not permitted by law or that endanger their health and affect their physical and/or mental development.

<sup>19</sup> Percentage of the population between 5 and 17 years old that performs economic activities that are not permitted by law, put their health at risk or affect their physical and/or mental development.

<sup>20</sup> Domestic chores in one's own home, which are performed under dangerous conditions: a) during long hours, b) in an unhealthy environment, or c) in dangerous places. Concept equivalent to Hazardous Domestic Services (ILO).

2019	5.3	5.0	5.6
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Source: ILO, STPS (2020). Results of the National Survey of Child Labour (ENTI) 2019.

**Table 4.2. Mexico. Indicators of labour participation of NNAs by state, 2019 (% of the population aged 5 to 17 years).**

Federal State	Child labour rate	Non-permitted rate	Rate of household chores in inadequate conditions
Oaxaca	21.5	14.9	9.3
Puebla	18.3	12.6	7.4
Chiapas	18.3	11.9	8.7
Michoacán de Ocampo	17.6	11.5	7.7
San Luis de Potosí	14.3	9.2	6.6
Tlaxcala	13.9	9.2	6.4
Colima	13.9	8.6	6.1
Nayarit	13.7	9.7	4.5
Veracruz de Ignacio de la Llave	13.1	8.1	5.8
Guanajuato	13.0	7.9	6.0
Aguascalientes	12.4	8.4	4.7
Zacatecas	12.4	7.9	5.5
Tabasco	12.4	7.0	6.3
Yucatan	11.9	6.9	6.0
Campeche	11.1	7.1	4.5
Durango	11.0	7.9	4.2
Morelos	10.9	6.5	5.0
Quintana Roo	10.2	6.4	4.6
Jalisco	9.9	6.5	4.0
Sonora	9.9	4.7	5.8
Mexico	9.8	4.8	5.7
Sinaloa	9.7	5.5	4.5
Chihuahua	9.5	5.1	5.4
Guerrero	9.0	6.6	2.8
Hidalgo	8.4	5.1	4.0
Baja California Sur	8.1	3.1	5.3

Querétaro	7.8	5.2	3.2
Coahuila de Zaragoza	7.0	3.9	3.5
Tamaulipas	6.9	4.4	2.9
Nuevo León	6.3	3.5	3.0
Mexico City	5.4		2.5
Baja California	5.3	3.4	2.3
National total	11.5	7.1	5.3

Source: ILO, STPS (2020). Results of the National Survey of Child Labour (ENTI) 2019.

#### 4.1.2. Institutional framework in the fight against child labour in Mexico

107. In 2013, the Intersecretarial Commission for the Prevention and Eradication of Child Labour and the Protection of Adolescent Workers of Legal Working Age (CITI, Mexico) was created, composed of representatives of public institutions and one representative of the employers' organizations and one representative of the labour union organizations, who have the status of permanent guests with the right to speak but not to vote. The purpose of the CITI is to coordinate the agencies and entities of the Federal Public Administration in the design, execution and evaluation of policies, programs and actions for the prevention and eradication of child labour, as well as for the protection of adolescent workers, based on the applicable regulations<sup>21</sup>. Mexico is a federal state with three levels of government (federal or national, state and municipal), at the state level there are also CITIs; however, not all municipalities have CITIs.

#### 4.1.3. Child labour-related public policy in Mexico

108. Mexico has a regulatory framework in favour of the rights of children and adolescents and has ratified a series of international conventions on child labour. The Political Constitution of the United Mexican States and the Federal Labour Law state that the minimum age for admission to employment is 15 years. The country has a list of hazardous and unhealthy work, prohibited for working minors of the permitted age, in force since 2012. The country ratified the Convention on the Rights of the Child in 1990, ILO Convention 138 on The Minimum Age for Admission to Employment in 2015 and Convention 182 on the Prohibition of the Worst Forms of Child Labour in 2000.

109. Mexico's National Development Plan 2019- 2024<sup>22</sup> does not include indicators or goals related to child labour, nor does the country have a national policy for the eradication and prevention of child labour; however, the Sectoral Program for Labour and Social Welfare 2020-2024 states as one of its actions (# 4.5.2) that of "Promoting actions for the protection of minors of working age and for the eradication of child labour"<sup>23</sup>.

<sup>21</sup> Ministry of the Interior. Official Gazette of the Federation of 12/06/2013. (Decree creating the Inter-Ministerial Commission for the Prevention and Eradication of Child Labor and the Protection of Adolescent Workers of Permitted Age in Mexico). Retrieved from the web portal. [https://dof.gob.mx/nota\\_detalle.php?codigo=5302215&fecha=12/06/2013](https://dof.gob.mx/nota_detalle.php?codigo=5302215&fecha=12/06/2013)

<sup>22</sup> National Development Plan 2019- 2024. Retrieved from the web portal: <https://www.ciapem.org/plan-nacional-de-desarrollo-2019-2024/>

<sup>23</sup> Ministry of Labor and Social Welfare. Programa Sectorial de Trabajo y Previsión Social 2020-2024 (Labor and Social Welfare Sector Program 2020-2024). Retrieved from [https://www.dof.gob.mx/nota\\_detalle.php?codigo=5595490&fecha=24/06/2020](https://www.dof.gob.mx/nota_detalle.php?codigo=5595490&fecha=24/06/2020)

110. The CITI has a work plan called Critical Roadmap of the 2019-2024 work plan, whose objective is to establish actions among the different institutions involved to contribute to the eradication of child labour by reducing the risk factors that generate it, as well as its worst forms in Mexico. Table 4.3 presents the strategies and objectives of the work plan.

**Table 4.3. Strategies and objectives of the Critical Roadmap of the federal CITI work plan for the 2019-2024 period.**

Strategy	Target
Strategy 1. Articulate Public Administration institutions at the three levels of government to carry out actions that contribute to the prevention and eradication of child labour.	Promote the mainstreaming of the prevention and eradication of child labour and the protection of adolescent workers of the permitted age in the programs and public policies of the Federal Public Administration, in order to reduce the factors that increase the risk and articulate them with the states and municipalities.
Strategy 2. Promote a culture of prevention and eradication of child labour and protection of adolescent workers of the permitted age for the public, private and social sectors at the three levels of government.	Raise awareness and inform the 3 levels of government; private and social sectors about the importance of eliminating child labour and protecting people of legal working age.
Strategy 3. Protect the human labour rights of adolescent workers of a permitted age.	Consolidate mechanisms to guarantee the human and labour rights of adolescent workers of permitted working age.
Strategy 4. Strengthen oversight bodies and mechanisms to combat child labour and its worst forms.	Strengthen inter-secretarial action to monitor respect for the human labour rights of adolescents of permitted working age.
Strategy 5. Promote social protection for the benefit of children and adolescents.	Define social protection mechanisms for the benefit of children and adolescents.
Strategy 6. Strengthen education and recreation as a right of children and adolescents against child labour.	Reduce the incidence of child labour by ensuring the right to education and recreation.

Source: CITI. Critical Roadmap of the 2019-2024 work plan.

1. Mexico has a Road Map to accelerate the commitment to eradicate child labour, human trafficking and forced labour within the framework of the Pioneer Countries of Alliance 8.7 signed between the Ministry of the Interior and the Ministry of Labour and Social Welfare to promote joint actions in the fight against child labour, trafficking and forced labour of children and adolescents, for which they propose a series of actions such as the generation of knowledge on these issues; the strengthening of labour inspection; strengthening the capacities of public servants dedicated to the detection, identification and care of victims; strengthening coordination between the CITI and the Inter-Secretarial Commission to prevent, punish and eradicate crimes related to human trafficking and for the protection and assistance to the victims of these crimes; promoting preventive actions in the supply chains; among others<sup>24</sup>.

<sup>24</sup> Government of Mexico (2019) Roadmap to accelerate the commitment to the eradication of child labour, human trafficking and forced labour.

#### 4.1 The implementation process and results of the CLRISK in Mexico

- Mexico was the first country in which Phase I of the CLRISK was developed and the only country that has made greater progress in the implementation of Phase II. Tables 4.4 and 4.5 and Annex 4 present a summary of Phase I at the national level and the implementation of Phase II in the municipality of Tuxtla Gutierrez, in the state of Chiapas.

**Table 4.4. Main characteristics and results of the CLRISK implementation process - Phase I in Mexico.**

<b>Method of estimation</b>	Model based on probabilities.
<b>Sources of information used</b>	Child labour module of the National Survey on Occupation and Employment (2015) and Intercensal Survey 2015.
<b>Participating Institutions</b>	ECLAC, General Directorate of Statistics and Informatics (technical counterpart directly responsible for estimating the model in Mexico) of the Ministry of Labour and Social Welfare (STPS), ILO Regional Office, Regional Initiative, Directorate of Global Affairs (Governmental Focal Point of the Regional Initiative) of STPS, Technical Secretariat of the CITI.
<b>Risk level at federal and municipal level</b>	<ul style="list-style-type: none"> <li>Of the total number of federal states, 12 (37.5%) are at low risk, 11 (34.4%) are at medium risk and 9 (28.1%) are at high risk of child labour incidence.</li> <li>Of the total number of municipalities, 1137 (46.3%) were classified as low risk, 1050 (42.8%) as medium risk, 256 (10.4%) as high risk and 12 (0.5%) municipalities reported no information.</li> </ul>
<b>Identified risk factors (at national level)</b>	The factors that affect the probability of non-permitted child occupation are a) sex, age and school attendance of the children and adolescents, b) head of household and spouse are employed and if the head of household is engaged in agricultural activities, c) level of education of the head of household and spouse, d) access of the head of household to social security, e) number of household members.
<b>Type of reports prepared</b>	<p>There are 32 maps and characterization sheets that identify child labour factors in each state and municipality of the country.</p> <p>The reports prepared are:</p> <ul style="list-style-type: none"> <li>National Technical Report. Child Labour Risk Identification Model - Mexico. National overview. Available at the Regional Initiative web portal: <a href="https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_Mexico.pdf">https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_Mexico.pdf</a></li> <li>The CLRISK country characterization sheet in Mexico. Available in the Regional Initiative web portal: <a href="https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_FichaNacional_Mexico.pdf">https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_FichaNacional_Mexico.pdf</a></li> <li>characterization sheets of the federal entities. Available in the Regional Initiative web portal: <a href="https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_FichasFederativas_Mexico.pdf">https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_FichasFederativas_Mexico.pdf</a></li> <li>Summary of the characterization sheets of the federal entities. Available on the Regional Initiative web portal: <a href="https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_ecards.pdf">https://www.iniciativa2025alc.org/sites/default/files/ModeloRiesgoTI_ecards.pdf</a></li> </ul>
<b>Presentation of results</b>	<p>Public presentation of results at national and state CITI and at the National Conference of Secretaries of Labour (CONASETRA).</p> <p>The maps were distributed to the States.</p>
<b>Duration of the process</b>	April 2017 to May 2018.

Sources: Mexico governmental Focal Point interview.

Annual report and meeting of the 2018 and 2019 PTs.

TPR of the projects.

STPS, ECLAC, IR, ILO (2018) Child labour risk identification model - Mexico. National overview.

**Table 4.5. Main characteristics of the implementation process and results of the CLRISK - Phase II in the municipality of Tuxtla Gutierrez.**

Stage	What does it consist of?	Result in Tuxtla Gutierrez
Scope	<ul style="list-style-type: none"> <li>• Selection of the territory, which has its own powers and resources for its functions, and is where the actions to be implemented for the reduction and eradication of child labour will be directed.</li> <li>• Selection of the official of the territory who will act as the CLRISK coordinator.</li> </ul>	<ul style="list-style-type: none"> <li>• Tuxtla Gutierrez, an urban and low-risk district, was chosen for its interest and institutional capacity.</li> <li>• The Regional Initiative action in the Municipality of Tuxtla has been coordinated and supported by the ILO Mexico Office and formalized with a Memorandum of Understanding between the ILO and the municipal government. The Secretary General of the Government of Chiapas signed as a witness of honour.</li> <li>• The mayor of the municipality assigned the Secretary of the Municipal Economy of Tuxtla Gutiérrez, who also presides over the municipal CITI, the body that has knowledge of the CLRISK, as the lead official for the implementation of the CLRISK.</li> </ul>
Characterization of child labour at the municipal level	<ul style="list-style-type: none"> <li>• Characterization of child labour where the main individual, family and contextual factors that increase child labour risk in the selected territory are determined and the main areas with the highest child labour risks are located.</li> <li>• Mapping of services linked to the most relevant factors in the territories to interrupt the child labour trajectory.</li> </ul>	<ul style="list-style-type: none"> <li>• The diagnosis was carried out by external consultants.</li> <li>• Characterization of child labour at the municipal level. <ul style="list-style-type: none"> <li>✓ Sources of information: 2015 INEGI Intercensal Survey, representative at the municipal level; however, it only records employment of people older than 12 years of age. Administrative records (<sup>25</sup>Prospera Social Inclusion Program register and statistics from the Ministry of Public Education on school infrastructure for the 2017-2018 cycle and the school dropout indicator by school 2016-2017), National Statistical Directory of Economic Units from INEGI<sup>26</sup>, Population and Housing Census 2010<sup>27</sup>; degree of social backwardness at AGEb level 2010 from the National Council for the Evaluation of Social Policy<sup>28</sup> and the 2019 Declaration of Priority Attention Zones<sup>29</sup>.</li> <li>✓ Limitations of the definition of child labour: it does not consider Unpaid Domestic Work or the worst forms of child labour, it <b>only considers children and adolescents engaged in child labour situations aged 12 years and older</b>.</li> <li>✓ Estimation method: Logistic regression model. Table 4.7 shows the factors that determine child</li> </ul> </li> </ul>

<sup>25</sup> The program provides scholarships to children and adolescents between 6 and 17 years of age living in poverty. Information from the administrative records of 28661 scholarship recipients in the municipality was used, belonging to 17114 households with the sociodemographic information of the scholarship recipient and a geographic disaggregation at the Basic Geostatistical Area (AGEb) level, which allows for a micro-territorial analysis. The information corresponded to the second semester of 2018.

<sup>26</sup> It has information at the AGEb level disaggregated to the subsector level using the classification of the 2018 North American Industry Classification System. The subsectors selected were 236, Construction-Building; 311, Food Industry; 461, Retail Trade of Groceries, Food, Beverages, Ice and Tobacco; 561, Business Support Services; 721, Temporary Accommodation Services; 722, Food and Beverage Preparation Services; and 811, Repair and Maintenance Services.

<sup>27</sup> For population, school attendance, indigenous language and overcrowding indicators.

<sup>28</sup> The Social Gap Index is a weighted measure that summarizes four indicators of social deprivation (education, health, basic services and housing space) in a single index that aims to rank the observation units according to their social deprivation.

<sup>29</sup> Priority Attention Zones are considered to be areas or regions, whether predominantly rural or urban, whose population registers poverty and marginalization indexes that indicate the existence of marked insufficiencies and lags in the exercise of social development rights.

		<p>labour and its probability of risk in the municipality.</p> <ul style="list-style-type: none"> <li>✓ Identification of micro-territories with higher child labour risk. There is no information on child labour at the territorial level of the municipality, so an approximation was made based on the child labour risk factors for which information was available at the micro-territorial level<sup>30</sup> (<b><u>See Annex 5</u></b>). In addition, information on educational supply (schools) and school performance indicators were used. Four areas of the municipality with high child labour risk were identified, which present a high prevalence of risk factors, a limited educational offer (schools) and a high degree of social backwardness and vulnerability.</li> <li>✓ The municipality, in order to identify children and adolescents in situations of child labour, conducted a census in the 4 selected areas. The census was coordinated with the Ministry of Welfare of the state of Chiapas.</li> <li>• The mapping of services linked to the risk factors associated with child labour. documentary research was conducted through web pages, information was requested through public transparency and interviews were conducted with officials of the institutions identified. The CITI was a space for coordinating this activity. In the child labour characterization, three factors were identified that increase the risk of children and adolescents to child labour: not attending school; being between 15 and 17 years old; and living in a household made up of family and non-family members. Priority was given to mapping institutional competencies, programs and coordination spaces related to school attendance. The mapping focused on describing and analysing three groups of elements of public agencies at the municipal, state and federal levels that have a mandate and competence in the objective of increasing school attendance among adolescents aged 12 to 17. <b><u>Annex 6</u></b> presents the list of public agencies identified.</li> </ul>
Intervention design	<ul style="list-style-type: none"> <li>•The local diagnosis to design an intervention to reduce child labour risk both thematically and territorially are</li> </ul>	<ul style="list-style-type: none"> <li>•A series of working meetings have been held with different stakeholders (municipal CITI, prioritized programs/services, Government of Chiapas) in order to raise awareness and generate a commitment to</li> </ul>

<sup>30</sup> Of the 10 factors associated with child labour risk, no information was found that could be related at the micro-territorial level to the affiliation to health services through labour benefits and the educational level of the head of household. The age and sex of the child were not used to define the territorial targeting in the municipality, but it is considered that they should be taken into account when designing an intervention strategy, in particular, where it is convenient to differentiate the support or activities to be carried out by gender and age.

	used as inputs. This stage should include the design of the monitoring and evaluation of the intervention to see if it is being applied according to the design and if it is having an effect on child labour reduction.	<p>their participation in the implementation of the model.</p> <ul style="list-style-type: none"> <li>•The prioritized programs/services have shown interest in participating in the model; however, there is no formal commitment (agreement or other mechanism) to ensure their participation.</li> <li>•There is no mechanism for monitoring and evaluating the model.</li> </ul>
Implementation	<ul style="list-style-type: none"> <li>•The actions planned by the agencies involved are implemented, preferably in a tripartite coordination space; these are followed up and activities are adjusted according to the results obtained.</li> </ul>	Pending. The COVID-19 pandemic has delayed the start of this stage.

Sources: ILO-IR. Territorializing the response to child labour. Retrieved from the web portal:  
ILO-IR. Summary characterization of child labour.  
ILO-IR. Mapping of programs, competencies and coordination spaces on child labour.  
Annual report and meeting of the 2018 and 2019 **PTs**.  
TPR of the projects.  
Interviews conducted.

**Table 4.6. Factors that determine child labour and its probability of risk in the municipality of Tuxtla Gutiérrez.**

Reduce the likelihood of child labour risk	Increase the likelihood of child labour risk
<ul style="list-style-type: none"> <li>• Household income over \$9,000 Mexican pesos.</li> <li>• Sector of activity of the head of household other than primary.</li> <li>• Educational level of the head of household - average or higher.</li> <li>• Girl or adolescent female.</li> <li>• Affiliation to health services for labour benefits.</li> <li>• Scholarship is conditional on family income.</li> </ul>	<ul style="list-style-type: none"> <li>• Non-attendance to school.</li> <li>• Living in a composite household (family and non-family members).</li> <li>• Be between 15 and 17 years old.</li> <li>• Speak an indigenous language.</li> </ul>

Source: IR-ILO. Summary of child labour characterization.

## 4.2. Evaluation criteria

### 4.2.1. Relevance

111. The CLRISK is a relevant tool for the design and implementation of public policies for child labour prevention at the local level in Mexico. The CLRISK provides the country with a tool to focus child labour prevention actions and identify child labour risk factors at all levels of government. The CLRISK has strengthened the work carried out by the national CITI; thus, the document Critical Roadmap of the 2019-2024 CITI work plan, develops the progress of the CLRISK in the country and points out as one of the actions of Strategy 1, to "identify the programs, mechanisms or institutional actions in which it is relevant to integrate activities to eradicate child labour and protect adolescent workers in permitted age through the reduction of risk factors."

## About Phase I

112. There were a number of political, institutional and statistical information availability factors that facilitated the implementation of Phase I of the CLRISK. The country showed - through the STPS - a strong political interest in participating in the model. The STPS has a Statistics and Informatics Directorate with sufficient technical solvency to take ownership of the methodology for estimating the CLRISK - Phase I. In addition, the country has one of the most developed statistical systems in LAC. The National Survey on Occupation and Employment has a child labour Module that collects biannual information with inference at the national and state levels. The Intercensal Survey, another source of information used in the estimation of the CLRISK in Mexico, although it only inquires about the work performed by people aged 12 and older, does collect socioeconomic information between the period of application of the national population censuses (including questions on indigenous status) and is relevant for the three levels of government.

## About Phase II

113. Tuxtla Gutiérrez presents political and institutional factors that facilitated the progress of Phase II of the CLRISK. The municipal mayor showed a strong political interest in promoting the CLRISK. Although the municipality did not have a municipal plan/policy against child labour or information on the magnitude and profile of child labour in the municipality, it did have minimum conditions for the implementation of the CLRISK, such as the existence of the municipal CITI, a space that was strengthened as a result of the CLRISK and that has facilitated coordination with other programs/services demanded by the CLRISK; In addition, the municipality of Tuxtla Gutierrez has certain institutional capacities that facilitate the implementation of the CLRISK, such as a municipal focal point with skills to lead the CLRISK process and to articulate with the different actors involved, and a certain degree of institutional development that allows the municipality to advance in the fulfilment of the objectives set.

114. The municipality of Tuxtla Gutierrez also faces a series of institutional challenges that need to be strengthened to ensure the relevance, sustainability and impact of the model. According to the results of the Municipal Functional Capacities Index (ICFM) prepared by UNDP<sup>31</sup>, the municipality of Tuxtla Gutiérrez has a high level of functional capacities, ranking 679 out of 2453 municipalities analysed; however, when disaggregating the index by components, it can be seen that although the municipality has important capacities to budget, manage and implement policies<sup>32</sup> and to formulate policies and strategies<sup>33</sup>, both fundamental capacities for the CLRISK, it also faces gaps to overcome in terms of other capacities also necessary for the model, such as those aimed at involving relevant actors<sup>34</sup>,

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<sup>31</sup> The ICF is a composite indicator that measures the degree of development of five functional capacities in Mexico's municipal public administrations. Each of the five functional capabilities that make up the ICFM defines a sub-index: 1. 2. Capacities to diagnose. 3. Capacities to formulate policies and strategies. 4. 4. Capacities to budget, manage, and implement. 5. Capacities to evaluate. The ICFM and its sub-indices range from 0 to 1, where a higher value means better functional capabilities. The source of information for the ICFM is INEGI's 2017 National Census of Municipal and Delegate Governments. The ICFM groups the country's municipalities into four categories: low ICFM (below 0.142), medium ICFM (from 0.142 to 0.275), high ICFM (from 0.275 to 0.451), very high ICFM (0.451 and above).

<sup>32</sup> It has three components. The first describes whether the municipalities have the capacity to formulate, plan, manage and implement projects and programs, including the preparation of a budget. The second evaluates their capacities to manage human resources. The third shows whether they have indicators for monitoring and following up on the progress achieved.

<sup>33</sup> Measures whether the municipalities have the capacity to consider and analyze different options for solutions to each public problem, set objectives, develop sectoral and cross-cutting policies, and manage mechanisms to establish priorities.

<sup>34</sup> Measures whether municipalities have the capacity to identify and mobilize relevant stakeholders, manage processes and create collaboration mechanisms.

capacities to evaluate<sup>35</sup> and to diagnose<sup>36</sup>. These results reveal that the relevance of the CLRISK faces challenges that should be taken into consideration by the IR. Although an analysis of the correlation between the ICFM and the risk levels of the districts reported by the CLRISK has not been carried out, it is likely that there is an inverse relationship, which could mean the need to strengthen certain municipal capacities necessary for the appropriation of the CLRISK by the municipalities.

**Table 4.7. Municipality of Tuxtla Gutiérrez: ICFM results by sub-indices, 2017.**

Índice de capacidades para involucrar actores relevantes	Índice de capacidades para diagnosticar	Índice de capacidades para formular políticas y estrategias	Índice para presupuestar, gestionar e implementar	Índice de capacidades para evaluar	Índice de Capacidades Funcionales Municipales (ICFM)	Posición del ICFM
0,100	0,200	0,500	0,711	0	0,291	679

Source: UNDP (2019). Municipal Human Development Report 2010-2015. Transforming Mexico from the local level.

115. For the people interviewed, one of the greatest contributions of the CLRISK is that it allows the construction of a public policy from the local government level, positioning the CLRISK as a model that addresses local problems, with local information and that articulates, from the local level, local, federal and national programs/services. In this sense, it is perceived and valued positively as a process of building public policies from the bottom up. It is important to point out that they consider that this model is possible in Mexico due to the organizational model of the State and the existence and functioning of programs and services operating at all levels of government.

116. Both Phases I and II of the CLRISK do not include a gender approach because the child labour statistics reported by Mexico follow ILO recommendations and do not include the TDNR. The CLRISK did include the race dimension (indigenous population) since the surveys in Mexico include this variable. The estimation of the model to identify risk factors for child labour in the municipality of Tuxtla Gutierrez only reports information for the age group 12 years and older, as there is no statistical information at the municipal level for other age groups. In general, the availability and access to statistical information at the local level will be a limitation faced by the CLRISK.

117. With respect to COVID-19, respondents state that the CLRISK will be particularly relevant after the pandemic, as they expect an increase in child labour and an acceleration of risk factors against child labour, for which they consider it necessary to re-estimate the model; however, they argue that the implementation of Phase II of the model will slow down due to the change in priorities of the different levels of government in order to address the pandemic emergency.

#### 4.2.2. Design Consistency and Validity

118. The CLRISK Phase I had the active participation of ECLAC and the Technical Secretariat of the Regional Initiative. ECLAC provided its technical capabilities for the estimation of the CLRISK Phase I and trained STPS staff on the model. The ST-IR provided technical assistance to all the institutions involved throughout the process, participated in the transfer of the

<sup>35</sup> It measures whether municipalities have the capacity to measure results, obtain feedback to adjust policies, codify lessons learned, promote learning and ensure accountability to all stakeholders.

<sup>36</sup> It has two components. The first measures whether municipalities have the capacity to obtain, collect, disaggregate, analyze and synthesize data and information. The second component assesses whether municipalities can convert information into a vision and/or mandate.

methodology to the national institutions, promoted the holding of forums on the model, provided support to the STPS during the process of presenting the results, among others.

119. The call and participation of the Focal Point of the Regional Initiative workers has been quite limited; however, they consider that they need to know the model and the results obtained, as they could be key actors in disseminating the results among their organizations. It should be noted that the CITIs are made up of representatives of workers' and employers' organizations, in this sense, these organizations participated in the CLRISK through the events held where the results of the model were presented to them.
120. The execution of Phase I of the CLRISK did not face significant delays. The fact of using the official survey databases published on INEGI's web portal as sources of information facilitated the work.
121. According to the governmental focal point, it is expected that the CLRISK Phase I will be re-estimated in 2021, using the information from the child labour Module of the 2019 National Occupation and Employment Survey, for which they mention that they will coordinate with the General Directorate of Statistics and Informatics of the STPS. However, all the personnel of said Directorate that participated in the CLRISK no longer work at the STPS their employment contract was not renewed. In addition, to date, ECLAC no longer has an agreement in force with the Regional Initiative for the estimation of the CLRISK. One element to take into consideration is the need for the General Directorate of Statistics and Informatics of the STPS to incorporate, in its regular activities programming, the estimation of the CLRISK according to the periodicity to be established. In this sense, it is necessary to define the type of institutional arrangement for this Directorate to incorporate the CLRISK in its activities, the periodicity of the application of the model and to promote the use of this information in reports/analysis.
122. The estimation of the model in the municipality of Tuxtla Gutiérrez (Phase II of the CLRISK) was carried out by a consultant hired by the ILO Regional Office, who also played an active role in convening and raising awareness among authorities in the State of Chiapas and the municipality of Tuxtla Gutiérrez.
123. The people interviewed pointed out that the municipality of Tuxtla Gutiérrez does not have the personnel with the technical skills required to estimate the model at the local level; furthermore, they indicated that they do not know how often the model should be estimated. In the interview with the representatives of the Governor's Office of the State of Chiapas, they indicated that one strategy for the CLRISK to be replicated more quickly in the different municipalities of the State is for the Governor's Office to take the lead in the estimation of the CLRISK at the municipal level, recognizing that the Governor's Office does not have an area of socioeconomic studies; however, it has economic resources and access to information from administrative records of the programs/services under its responsibility that can accelerate the estimation in several municipalities. In addition, they point out that the CITI of the State of Chiapas can be the entity that coordinates the estimation of the model in the municipalities of the State. The public institutions that lead the fight against child labour in the country, according to their functions and competencies, should support in identifying the mechanism(s) for the estimation of the CLRISK at the municipal level when deemed necessary, taking into consideration criteria such as the availability of resources required to estimate the model, the competencies of the different government agencies, the availability of information (especially from administrative

records), the speed to replicate Phase II in more municipalities in the country, among others.

124. In Phase II of the CLRISK, the process took longer than initially estimated, due to the need to use administrative records from various sources of information, several of which - despite the open data policy of the Government of Mexico - are not easily accessible and may present problems of quality of the information reported; in addition, the process of validation of the results obtained and the process of preparing the municipal regulations also took longer than estimated. One of the sources of information used corresponded to the 2010 Population and Housing Census, which is considered outdated considering the changes in the socioeconomic dynamics of Chiapas experienced in the last decade; however, it is recognized that it provided necessary variables for the estimation of the CLRISK.
125. In Phase II of the CLRISK in the municipality of Tuxtla Gutiérrez, progress has been made in the coordination between the municipality and the programs/services identified in the mapping of public institutions, specifically, work meetings have been held where the officials of these institutions have been sensitized and informed about the need for their participation; however, it has not yet been defined what institutional arrangement this participation will take place under. It is important that the mapping of services/programs not only consider variables related to the existence of the supply of these services, but also determine indicators related to their quality, scope and impact, such as coverage, targeting criteria, evidence of the impact of the service on the beneficiary population, among others, which will provide more information on the potential chain of protection that these services/programs will contribute to the CLRISK.
126. According to the people interviewed, the CLRISK Phase II design process did not include a plan for monitoring and evaluation of the activities carried out. There is no work plan that determines activities, responsibilities, indicators, time frames, goals, risks and mitigation factors for the identified risks. It is likely that the fact that it was a pilot experience explains this finding.
127. There are some risk factors that may affect the implementation of the CLRISK in Mexico, both in its Phase I and II, these are associated with the turnover of public sector officials, the reduction of the public budget allocated to the fight against child labour due to the impact of COVID-19 and the possibility that changes in the authorities at different levels of government may redefine priorities in relation to child labour. To mitigate these potential impacts, the people interviewed and the evaluators suggest the need for the STPS to consider measures such as identifying articulation mechanisms among the institutions involved in the development of the CLRISK to ensure compliance with the agreements, strengthening actions to raise awareness and build the capacities of the officials involved at all levels of government, incorporating the CLRISK tool into public policy, strengthening the municipal CITI and their coordination with the CITIs of other levels of government, and determining a mechanism for coordination between the different municipal CLRISKS. It should be noted that several of the actions proposed transcend the CLRISK; however, it is considered that the public institutions leading these processes should take them into account.

#### 4.2.3. Efficiency

128. Phase I of the CLRISK was completed in 2019 in Mexico and the expected outputs were produced (**section 4.2 of the report presents a synthesis of the CLRISK implementation process and the main results**). The results were disseminated at an event organized at the national CITI and CONASETRA. The results of the CLRISK are disseminated on the Regional Initiative's web portal and on the STPS web portal<sup>37</sup>, although it should be noted that no methodological information explaining the process of constructing these results appears on the web portal, which would be recommended. Due to the date on which Phase I was conducted, it has not been affected by the COVID-19 pandemic.
129. The municipality of Tuxtla Gutierrez has made significant progress in the implementation of Phase II of the CLRISK (**section 4.2 of the report presents a synthesis of the CLRISK implementation process and the main results**). The COVID-19 pandemic has meant that planned activities have been temporarily halted as the municipality reallocated its resources to address the response to the pandemic crisis. Phase II has a series of reports disseminated through the Regional Initiative portal, these are useful documents that provide valuable information on the experience; however, it is recommended to evaluate not to present a summarized version but the complete documents. The CLRISK documents do not appear on the municipality's web portal; however, they indicated that they plan to do so.

#### 4.2.4. Management efficiency

130. The support provided by the TS of the IR, the regional office of the ILO and ECLAC has been essential to achieve the expected results. The persons interviewed value the technical capacity of ECLAC and the solid and broad knowledge of the socioeconomic reality and statistical systems of the LAC countries, useful elements when carrying out the work in the region. They also highlight the capacity of the Regional Initiative to establish a joint work alliance with ECLAC. The people interviewed highly scored the ILO Regional Office, recognizing its leadership on child labour issues in the country and its capacity to convene actors at the highest level to support the strategy to raise awareness among the different levels of government of the need to participate in the CLRISK.
131. In Phase II in the municipality of Tuxtla Gutierrez, there has been an important coordination and joint work between the municipality and the identified programs/services. An example of joint work is the one carried out with the Secretariat of Welfare, who provided a group of experts in the application of surveys to carry out the census in the 4 areas selected for the CLRISK. The people interviewed emphasize that the sensitization - carried out with the technical assistance of the ST-IR to the public officials of these programs has allowed to generate a commitment (so far not formal) to participate in the CLRISK. The public officials interviewed value the information received on the need to articulate actions within the framework of the CLRISK; however, they point out that they need to receive more information on the estimation of the CLRISK model and on the contribution of the services/programs to which they belong in the prevention of child labour in the municipality, in this sense, they highlight the need to have training that deep dives on these topics.

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<sup>37</sup> [http://www.stps.gob.mx/gobmx/estadisticas/perfiles\\_mti/perfiles.htm](http://www.stps.gob.mx/gobmx/estadisticas/perfiles_mti/perfiles.htm)

#### 4.2.5. Impact and sustainability orientation

132. The CLRISK appears in the Critical roadmap of the 2019-2024 Work Plan of the national CITI, where it is mentioned that the CLRISK characterization sheets will "prevent and strengthen surveillance mechanisms" against child labour. Also, the results of the model have been used in community radio campaigns on child labour in the agricultural sector and in the preparation of technical reports by the STPS. At the local level, the CLRISK has allowed characterization and mapping studies to be carried out in the municipality of Tuxtla Gutiérrez (State of Chiapas) and the first coordinations have been held with the programs/services identified to be part of the implementation of the model. In addition, the CLRISK is also making progress in other municipalities, such as Villa Victoria (State of Mexico), which has characterization and mapping studies, and in the municipality of Tapachula (State of Chiapas), where it is coordinating with the International Organization for Migration (IOM) to carry out preventive actions for child labour with a focus on migration. It is not known if other public institutions are using the information from the CLRISK characterization sheets.
133. There are factors that favour the sustainability of Phase I of the CLRISK, such as the institutionalized biennial application of the child labour Module in INEGI's National Occupation and Employment Survey and the technical soundness of the Statistics Department of the STPS, which is in charge of estimating the model. However, risks are also identified, such as staff turnover in the Statistics Department. In this sense, it is essential that strategies be developed to institutionalize the efforts made to build technical capacity on the CLRISK in the Statistics Department in order to address the lack of critical knowledge on the development of the model.
134. In order to ensure that the progress achieved to date is sustainable over time, the Ministry of Economy of the Municipality of Tuxtla Gutiérrez has prepared a proposal for an inter-institutional regulation to address child and adolescent labour in the municipality of Tuxtla Gutiérrez, Chiapas. The regulation seeks to ensure that the progress achieved is not interrupted by a change in the municipal government and that the fight against child and adolescent labour is established as a public policy of the municipality. The CLRISK has been incorporated into the proposed regulation, which also points out the need to carry out a municipal census every 3 years in the risk areas identified by the CLRISK. Although the proposal to institutionalize the CLRISK goes in the right direction to ensure its sustainability, it is necessary for the Municipality to move forward in strengthening the capacity of the municipal CITI so that it can support the municipality in the inter-institutional articulation with the identified programs/services and accompany all stages of the work to be carried out.

### 4.3. Lessons learned, best practices and recommendations

#### 4.3.1. Lessons learned

135. Tools such as the CLRISK Phase I, which involve strengthening public policies in LAC in several dimensions - based on evidence and promoting effective coordination among the different institutions involved - require a strategy for the dissemination and appropriation of their results among the different potential users of such information.
136. The progress achieved in the municipality of Tuxtla Gutiérrez highlights the need for commitment from authorities at the highest level of government.

#### 4.3.2. Good practices

137. It is a good practice that the CLRISK in Mexico has several documents published on the Regional Initiative's web portal that systematize the experience developed. This will allow other countries and municipalities in Mexico to learn about the experience developed and benefit from the lessons learned, good practices and recommendations identified.
138. It is positive that the STPS takes ownership of the CLRISK results and disseminates them on its web portal, since it is likely that potential national users of the CLRISK will be closer to the Secretariat's web portal than to that of the IR.
139. It is a good practice that the entire process of Phase II of the CLRISK in the municipality of Tuxtla Gutierrez is systematized and documented. This is a good practice that will generate a culture of documenting the processes and results achieved.

#### 4.3.3. Recommendations

140. It is recommended to have a public policy dissemination and advocacy agenda that positions the CLRISK as a mechanism for the fight against child labour in Mexico. This agenda should broaden the base of institutions that are aware of the tool and its potential impact, including public and private sector entities. The more active participation of trade union and employers' organizations, CITIs at all levels of government, organized civil society, academia, international organizations related to children's rights and sources of cooperation should be promoted.
141. With all the experience accumulated during this time in the development of the CLRISK, it is recommended that the STPS have a plan for the short, medium and long term implementation of the CLRISK, which identifies roles and responsibilities of the institutions involved (STPS, ECLAC, ILO, TS of the IR, other Mexican FPs, municipalities, CITIs at all levels of government, federal states, international organizations), resources, activities, articulation mechanisms, risk factors, among others. Some of the elements that should be included in the work plan are the following:
- A strategy should be defined to accelerate the scaling up of the CLRISK to other municipalities in the country.
  - It is recommended to have a mechanism for monitoring and evaluating the actions developed within the framework of the CLRISK at the municipal level.
  - For Phase I of the CLRISK, it is recommended to define how often the model will be applied and to identify an institutional arrangement for the STPS Statistics Directorate to estimate it.
  - Determine the need (or not) to have a mechanism for coordination among the different Phase II CLRISKS created (for example, some type of the CLRISK Network can be established where they can exchange their experiences of the work developed).
142. It is recommended to strengthen the actions developed to generate capacities among the different institutions involved, especially the municipalities, STPS, CITIs, identified programs/services, and federal states. These institutions must be sensitized, committed and have the necessary competencies to promote the CLRISK. In this sense, it is necessary to develop training processes for all the actors involved. An example of this initiative is the participation and leadership of the municipality of Tuxtla Gutiérrez in the implementation of the virtual pilot course in Chiapas on Phase II.

## Capítulo 5. The CLRISK in Peru

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### 5.1. Child labour in Peru

#### 5.1.1. Child labour estimates in Peru

143. Since 2012, Peru has reported annual statistics on child labour using the National Household Survey (ENAH0) as a source of information, with the incorporation of questions on the participation of children and adolescents in economic activities within the SNA production boundary in the Characteristics of Household Members Module. The definition of child labour used considers children and adolescents between 5 and 13 years of age who perform at least one hour per week, one or more economic activities, within the SNA production boundary, and adolescents between 14 and 17 years of age who perform hazardous work, measured by the number of hours worked.

144. According to the 2018 EHANO, at the national level, 818,589 children and adolescents aged 5 to 17 years are engaged in a child labour situation, a figure that represents 10.5% of the total number of children and adolescents in the country. Child labour is a more rural than urban phenomenon; the rural child labour rate is 5.4 times higher than the urban rate for 2018. The child labour rate shows a decreasing trend in recent years in Peru (it contracted by -4.3% during the period 2012-2018), it is likely that factors related to economic growth, reduction of labour informality, poverty reduction and improvement in the quality of basic education explain these results. However, the contraction of the child labour rate has been greater in rural areas compared to urban areas (6.2% and 2.2%; respectively, during the 2012-2018 period). In this regard, it is important to consider the significant progress achieved by Peru in terms of poverty reduction in rural areas in recent years due to a number of factors such as the presence of social programs to fight poverty, the increase in the income of rural families, the expansion in the coverage of basic services, the improvement in the supply and quality of education.

**Table 5.1 Peru: Proportion of child labour of children and adolescents aged 5 to 17 years by area of residence, 2012 - 2018 (Percentage).**

Year	Total	Urban	Rural
2012	14.8	6.9	31.8
2013	13.6	6.3	30.2
2014	13.0	5.7	30.3
2015	11.4	4.6	27.7
2016	11.5	4.9	27.6
2017	10.5	4.4	25.9
2018	10.5	4.7	25.6

Source: INEI - ENAHO, 2012-2018.  
Prepared by: MTPE

### 5.1.2. Institutional framework in the fight against child labour in Peru

145. In 2003, Peru approved the creation of the National Steering Committee for the Prevention and Eradication of Child Labour (CPETI) as a multisectoral coordination body made up of representatives of the government, workers and employers who carry out activities in favour of the prevention and eradication of child labour. Its objectives are to coordinate, evaluate and follow up the efforts in favour of the prevention and progressive eradication of child labour in Peru; as well as to propose policies on child labour. The Technical Secretariat and the presidency of the CPETI are in charge of the MTPE.
146. The structure and organization of the Peruvian State is decentralized, with competencies and responsibilities within the framework of the SNAINA corresponding to the GORE and municipalities at the regional and local levels, respectively. Most of the country's regions<sup>38</sup> have a Regional Steering Committee for the Prevention and Eradication of Child Labour (CDRPETI), which is made up of public institutions, private organizations working on behalf of children and adolescents, and workers' and employers' organizations. The technical secretariat of the CDRPETI is the responsibility of the Regional Directorate or Management of Labour and Employment Promotion of the GORE or the Directorate or Management of Social Development of the GORE.
147. At the municipal level, it is unlikely that there is a committee in charge of the prevention and eradication of child labour; however, in practically all municipalities in the country there is a DEMUNA, a SNAINA service whose purpose is to promote and protect the rights that the legislation recognizes for children and adolescents. The municipalities have the function of organizing and implementing the DEMUNA service; however, they develop this intervention within the framework of the norms, procedures and technical guidelines of the MIMP. A smaller number of municipalities have a multisectoral body called COMUNEDA, which is a multisectoral consultative body that supports municipal management in the promotion and protection of children, adolescents and families at the local level of government. The country has some COMUDENA experiences that address the child labour issue.

### 5.1.3. Child labour-related public policy in Peru

148. In 1990, Peru ratified the CRC and approved the Code for Children and Adolescents, which created the National System of Comprehensive Care for Children and Adolescents (SNAINA) as the set of public and private bodies, entities and services that formulate, coordinate, supervise, evaluate and execute the programs and actions developed for the protection and promotion of the rights of children and adolescents. The system operates through an articulated set of inter-institutional actions developed by public and private institutions. The MIMP is the governing body of the SNAINA. In 2012, Peru approved the 2012-2021 National Action Plan for Children and Adolescents, which is the public policy framework instrument to articulate and link the policies developed for children and adolescents in the country.
149. Peru has ratified a number of ILO conventions on child labour. Convention 138 on The Minimum Age for Admission to Employment was ratified in 2015. Convention 182 on The

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<sup>38</sup> [https://www.trabajo.gob.pe/CPETI/avances\\_logros.html](https://www.trabajo.gob.pe/CPETI/avances_logros.html)

Prohibition of the Worst Forms of Child Labour in 2000. Convention 182 was ratified in 2001.

150. In 2012, the Peruvian State approved the National Strategy for the Prevention and Eradication of Child Labour (ENPETI) 2012-2021, which is the State's strategy to prevent, eradicate child labour (mainly in its worst forms) and protect children and adolescents, in an intersectoral manner, with the participation of public and private institutions. The ENPETI has been structured on six strategic axes with a multisectoral and multilevel approach; while the identification of victims and the generation of information and knowledge are integrated in a transversal axis to the other strategic axes, these are:

- Axis 1: Poverty. Specific Objective 1: Increase the average income of poor families with children at risk or in child labour, in a sustainable manner.
- Axis 2: Education and use of free time. Specific Objective 2: To increase the timely completion of basic education and the creative use of children's free time.
- Axis 3: Social Tolerance. Specific Objective 3: Reduce social tolerance of child labour.
- Axis 4: Working conditions. Specific Objective 4: Improve the working conditions of permitted adolescent labour.
- Axis 5: Protection. Specific Objective 5: To increase and strengthen detection, protection and sanction services against hazardous child labour and child and adolescent exploitation.
- Axis 6: Information and knowledge (cross-cutting axis). Specific Objective 6: Identify child labour and generate information and knowledge.

According to the MTPE, the CLRISK is framed within the Axis 6 of ENPETI: Information and Knowledge whose Specific Objective 6 states: Identify child labour and generate information and knowledge, and which contemplates an intervention related to evidence-based knowledge, which seeks to generate quality and relevant knowledge for decision making on public policies at national, regional and local levels<sup>39</sup>.

151. As of 2019, Peru is a Pioneer Country of Alliance 8.7, assuming commitments related to the prevention and eradication of child labour and forced labour.

## 5.2. The implementation process and results of the CLRISK in Peru

152. Peru has implemented Phase I of the CLRISK. Table 5.2 presents a summary of Phase I at the national level.

**Table 5.2. Main characteristics and results of Phase I of the CLRISK in Peru.**

<b>Method of estimation</b>	Model based on probabilities.
<b>Sources of information used</b>	Initially, the CLRISK estimation considered two sources of information, these were the National Household Survey (ENAH) of 2017 and 2018 and the Household Targeting System (SISFOH), through the General Household Register and the Single Socioeconomic Data sheet of 2013 and 2014. With the ENAH, child labour was estimated at the national level and the SISFOH made it possible to disaggregate the information to replicate the model at a more disaggregated level (at the regional, provincial and district levels) <sup>40</sup> .

<sup>39</sup> MTPE (n/d) The CLRISK Technical Report.

<sup>40</sup> MTPE, IR, Alliance 8.7, ILO (2019). Risk identification model - Peru. Retrieved from the RI web portal. [https://www.iniciativa2025alc.org/sites/default/files/modelo-de-identificacion-del-riesgo-de-trabajo-infantil\\_en-Peru\\_RESUMEN.pdf](https://www.iniciativa2025alc.org/sites/default/files/modelo-de-identificacion-del-riesgo-de-trabajo-infantil_en-Peru_RESUMEN.pdf)

	<p>In 2019, the country updated the CLRISK data, incorporating the methodological recommendations provided by institutions participating in the process; in addition, it was decided not to use SISFOH data and to use data from the 2017 Census, which were already available.</p> <p>Then, the final CLRISK estimate uses two sources of information, the 2017 and 2018 ENAHO and the information from the 2017 National Censuses: XII Population, VII Housing and III Indigenous Communities.</p>
<b>Participating Institutions</b>	<p>Directorate for the Promotion and Protection of Fundamental Labour Rights (DPPDFL) of the General Directorate for Fundamental Rights and Safety and Health at Work (DGDFSST) of the MTPE, the institution in charge of leading the implementation of the CLRISK, ECLAC, Technical Secretariat of the IR, ILO, Ministry of Development and Social Inclusion (MIDIS), Regional Directorates and Managements of Labour and Employment Promotion of the GORE, National Institute of Statistics and Informatics (INEI), Ministry of Health (MINSA), Ministry of Education (MINEDU), SUNAFIL.</p>
<b>Risk factors identified (at the national level)</b>	<p>The risk factors are the educational backwardness of a household member (there is a 56% probability that child labour exists in the presence of a household member with educational backwardness); if the head of household is engaged in the economic activities of agriculture (there is a 68% probability of child labour if the head of household is engaged in agriculture), construction (58% probability) or commerce (58% probability); if the head of household is self-employed (57% probability); or if the head of household has an indigenous mother tongue (65% probability). Protective factors are related to a lower occurrence of child labour, with protective factors being found if the household is located in an urban area (14% probability), the head of household is a salesperson (43% probability), the head of household is affiliated with the health system (41% probability), and the head of household has attained secondary education (43% probability) or higher (33% probability).</p>
<b>Risk level at municipal level</b>	<p>The level of risk was determined for 1863 districts (due to information quality problems, the results were not obtained for 11 districts). It was found that 554 (29.8%) districts show high risk, 619 (33.2%) show medium risk and 690 (37%) are at low child labour risk. The risk probabilities by risk group have an average of 64.5% for the high level, 43.3% for the medium level and 15.4% for the low level.</p>
<b>Type of reports prepared</b>	<p>There are characterization sheets that measure the level of risk at the national, regional and district levels, with a technical report of the estimates made and documents that present the process that has been carried out.</p>
<b>Presentation of results</b>	<p>The results have been presented to CPETI, to a group of Regional Labour and Employment Promotion Directorates and Managements of the GORE, MIDIS and SUNAFIL.</p>
<b>Publication of results</b>	<p>A document summarizing the results of the first estimation of the model is published on the RI's website.  <a href="https://www.iniciativa2025alc.org/sites/default/files/modelo-de-identificacion-del-riesgo-de-trabajo-infantil-en-Peru_RESUMEN.pdf">https://www.iniciativa2025alc.org/sites/default/files/modelo-de-identificacion-del-riesgo-de-trabajo-infantil-en-Peru_RESUMEN.pdf</a></p> <p>The results of the second estimation of the model are not yet available on the RI's website or of any Peruvian institution because the MTPE has yet to declare the methodology and the results obtained as official, which is expected to be in the near future.</p>
<b>Duration of the process</b>	<p>From 2017 to date. It should be noted that only the publication of the results is pending. Currently, the DPPDFL has all the documentation prepared to declare the methodology and results of the CLRISK as official; it is only pending that the MTPE determines the mechanism for issuing it (supreme decree, ministerial resolution, or other considered relevant) and that the involved departments of the ministry approve</p>

	and proceed with its implementation. The MTPE has already made progress in identifying and coordinating with different public institutions to disseminate the CLRISK through their dissemination channels.
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Sources: MTPE, IR, Alliance 8.7, ILO (2019). Risk identification model - Peru. Retrieved from the RI web portal. [https://www.iniciativa2025alc.org/sites/default/files/modelo-de-identificacion-del-riesgo-de-trabajo-infantil\\_en-Peru\\_RESUMEN.pdf](https://www.iniciativa2025alc.org/sites/default/files/modelo-de-identificacion-del-riesgo-de-trabajo-infantil_en-Peru_RESUMEN.pdf)

MTPE (n/d) CLRISK Technical Report.

MTPE (n/d) CLRISK results document.

Interviews conducted (See Annex 2 for a list of the people interviewed).

### 5.3. Evaluation criteria

#### 5.3.1. Relevance

153. The CLRISK is a relevant tool for the design and implementation of public policies aimed at child labour prevention in Peru. The CLRISK has been incorporated into the country's public policy by being considered as a "key instrument for the design, development and implementation of strategies for the prevention, identification and eradication of child labour" by the CPETI<sup>41</sup>. In addition, the Peruvian government, in the framework of the launching of Peru as a Pioneer Country of Alliance 8.7, has committed to implement and link the CLRISK to the MIDIStrito platform of the MIDIS in order to facilitate public policy decision-making on the prevention and eradication of child labour at the local government<sup>42</sup> level.

154. There are political, institutional and statistical information availability factors that explain the progress of the CLRISK in Peru. On the political side, the country - through the MTPE - expressed political will to implement the CLRISK. On the institutional side, Phase I was a participatory construction process involving a number of national and regional public institutions, such as MTPE, CPETI, MIDIS, INEI, MINEDU, MINSA, SUNAFIL and GORE. The MTPE, through the DPPDFL, led the process of implementing Phase I of the CLRISK; however, since this Directorate did not have the specialized personnel to estimate the model, external consultants were used to carry out this activity. It should be noted that the MTPE has an area specialized in labour market studies, the Directorate of Socio-Economic Labour Research (DISEL); however, this Directorate did not participate in the implementation of Phase I of the CLRISK. With the other public institutions, the MTPE organized working meetings to explain the model to them in order to identify the possibility of them providing information from administrative records, and/or issuing a technical opinion on the model's estimation methodology and/or participating in the use and dissemination of the CLRISK results.

On the statistical information side, a fundamental element to be able to carry out the CLRISK is that the country has the ENAHO, a survey that incorporates questions to measure child labour and that is carried out every year, the survey has national relevance, by large geographic and regional domains; that is, the country has statistical information that allows identifying child labour risk factors at a national level. However, the country has limitations to have statistical information that allows disaggregating the results of the CLRISK at the district level; thus, initially the data from the SISFOH were used, which present a bias because they only identify the poor population at the district level; in this sense, it was

<sup>41</sup> MTPE (n/d) The CLRISK Technical Report. Said document notes the CPETI's statement on the CLRISK in the Ordinary Section No. 180 of the CPETI, August 2019.

<sup>42</sup> MTPE (n/d) The CLRISK Technical Report.  
MTPE (S/f) Commitments

decided to wait for the results of the 2017 National Population and Housing Census, whose results were about to be released. It should be noted that the country usually conducts these National Censuses every 10 years, in this sense, having information at the district level with a lower periodicity from censuses or national surveys will be a limitation faced by models such as CLRISK, unless this can be overcome with the administrative records; however, the country does not have an institutional culture of exchange of information from administrative records between public institutions. In addition, public institutions also face the challenge of improving the standards of quality and availability, access and use of such information for statistical purposes.

155. According to the people interviewed, the CLRISK is a useful tool because it provides information at the district level, which will improve decision-making and public budget allocation in the fight against the factors associated with child labour risk at the local level, which they consider to be a rare practice in Peru. However, they also argue that the CLRISK, by using information from the National Population and Housing Census, may be outdated for decision making. In addition to the fact that the Census - due to its objectives and characteristics - does not necessarily incorporate relevant variables for the identification of child labour risk at the local level. Finally, other interviewees pointed out the need for the CLRISK to incorporate variables related to the migration status and the value chains with the highest incidence of child labour at the local level.
156. The CLRISK does not incorporate the gender approach because the child labour statistics reported by the ENAHO are included in the TDNR. The CLRISK did not include the race dimension in its analysis since the national Census did include a question related to ethnicity.
157. Regarding the impact of COVID-19, the people interviewed recognize that the child labour issue is likely to be relegated to the agenda of public institutions and that, due to the magnitude of the impact of the crisis generated, its results are likely to be outdated.

### 5.3.2. Design Consistency and Validity

158. Phase I of the CLRISK was a joint effort between the MTPE, ECLAC and the TS of the IR. The MTPE proposed the mission to implement the CLRISK in Peru and assumed the commitment to be the lead institution in the country. The ST-IR provided technical assistance to support the country during all the work carried out and ECLAC (through the cooperation agreement with the IR) provided technical assistance to the MTPE on the estimation of the model.
159. The workers' Focal Point stated that it has not participated in the CLRISK; however, it considers that workers' organizations can have an active participation in the dissemination of the CLRISK results, for which they would need to receive the necessary training on the methodology and the results reported. In addition, the FP highlighted the challenge that the country will face in implementing the CLRISK at the local level because there is no institutional framework developed at that level of government to address the child labour issue, since the commissions to combat child labour only exist at the national and regional levels.
160. Phase I has not yet been completed and, according to the persons interviewed, this is explained by a series of factors, such as the change in the sources of information used to estimate the model, the time it took for the participating institutions to become familiar with the model and to make contributions - mainly the MIDIS - to the methodology used,

the difficulty for some of the participating institutions to share their administrative records, and the institutional deadlines required by the MTPE to declare the results of the CLRISK as official, exacerbated in times of the pandemic by COVID-19, which has meant a change in the priorities of the Ministry's agenda.

### 5.3.3. Efficiency

161. Phase I of the CLRISK is not yet complete. The country has a national report, characterization sheets and maps that identify the level of child labour risk at the national, regional and municipal levels (**section 5.2 of the report presents a synthesis of the CLRISK implementation process and the main results**). The results of the CLRISK - second adjusted version - have been presented to representatives of MIDIS, GORE, SUNAFIL, CPETI but have not yet been disseminated through the web portal of any public institution in Peru or the IR.

### 5.3.4. Management efficiency

162. The people interviewed gave a high value to ECLAC's technical capacity and positively highlighted the technical support provided by the ILO (through the ST-IR and the ILO Office in Peru) to promote the process of implementing the CLRISK in the country.

### 5.3.5. Impact and sustainability orientation

163. The MTPE has presented the results of the CLRISK during 2019 and 2020 virtually and in person to public institutions at the national and regional levels of government. In addition, it has held conversations with the mayor of the municipality of Umachiri to identify the possibility of implementing the CLRISK in the district.

164. The results of the CLRISK will be disseminated on the MIDIStrito platform<sup>43</sup>, which is a virtual platform run by the MIDIS aimed at local (municipal) decision makers and which provides information on demographic indicators, poverty, health, education, access to basic services and budget. MIDIS notes that this is a platform consulted by municipal and regional authorities. The CLRISK does not yet appear on the MIDIStrito platform until its results become official information. In addition, the MIDIS is in charge of a series of social programs to fight poverty according to the life cycle of individuals. To date, these programs are not aware of the CLRISK and the MIDIS considers that incorporating the results of the model into the objectives, targeting criteria and lines of action of the programs is unlikely because they require information that is updated monthly and that allows for the identification of the potential beneficiary population.

165. SUNAFIL has a Specialized Group of Labour Inspectors on Forced and Child Labour, which coordinates with other justice operators and municipalities on issues related to the prevention of child and forced labour and provides guidance and training to municipal agents and justice operators. The results of the CLRISK have been incorporated into the work plan of this specialized group. According to SUNAFIL, the CLRISK provides them with references on the districts with the highest incidence of child labour, allowing them to prioritize SUNAFIL's areas of intervention. However, the interviewee does not know if the results of the CLRISK have been disseminated to SUNAFIL's regional offices.

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<sup>43</sup> <http://sdv.midis.gob.pe/RedInforma/Reporte/Reporte?id=18>

166. The MTPE also seeks to incorporate the CLRISK in the geo-reference platform called GEO PERU<sup>44</sup>, which is a virtual platform under the responsibility of the Presidency of the Council of Ministers (PCM) aimed - among other target audiences - at authorities for the identification of social gaps and the monitoring of public investment.
167. The GORE of Tacna is one of the most active in the use of the CLRISK, whose Sheets have been presented to the CDRPETI, of which several municipalities in the region are part. The GORE has shown commitment to implement the CLRISK and provide its support to develop/strengthen services in the districts with the highest child labour risk. The GORE has also disseminated the CLRISK model and results to the DEMUNAS, which it considers as fundamental allied institutions to implement Phase II of the CLRISK in the districts. Additionally, the GORE is holding conversations with mayors of municipalities identified as high risk for child labour to prepare an action plan, which, due to the change of priorities of the authorities as a consequence of the COVID-19 pandemic, has not yet presented significant progress. The GORE recognizes that carrying out actions in the districts with the highest risk of child labour represents a series of challenges, since they are districts far from the capital of the region, with a strong agricultural vocation concentrated in small family agriculture and which have a limited supply of public services and a low endowment of private assets.
168. The MTPE has also held meetings with the mayor of the district of Umachiri, located in the Puno region, in order to determine the possibility of implementing Phase II of the CLRISK in that municipality. The mayor affirms that the child labour problem is a widespread phenomenon in her district and that it is a priority of her administration to carry out public policy actions to prevent it. In this context, the mayor points out the need for the MTPE to strengthen the training of municipalities on the CLRISK and to provide the necessary technical assistance for its effective implementation.
169. There are factors that can favour the sustainability of the CLRISK in the country, one of which is its incorporation into Peru's public policy, as it is considered a "key instrument for the design, development and implementation of strategies for the prevention, identification and eradication of child labour" by the CPETI. Along the same lines, the country can explicitly incorporate the child labour risk identification model as a strategy for prevention in the update of the ENPETI. In addition, the MTPE can strengthen the contribution of the CLRISK to public policy by linking it not only to Axis 6 (Information and knowledge) of the ENPETI, but also to public policies related to poverty reduction, expansion of social protection mechanisms, strengthening of the education system, among others considered relevant taking into consideration the risk factors identified.
170. Another factor that may favour the sustainability of the CLRISK is that the country has child labour commissions at the national and regional levels that have shown their commitment to participate and promote the CLRISK; however, the organizational model of the Peruvian State is decentralized, which represents a challenge for the coordination and articulation of public policies among the three levels of government.
171. A challenge for the sustainability of the CLRISK is that the country does not have commissions to combat child labour at the local level. In this sense, once a municipality expresses its interest in participating in the CLRISK, it will be necessary to identify the

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<sup>44</sup> <https://www.geoperu.gob.pe/>

mechanism(s) through which the MTPE and the regional committees can support the effective implementation of the CLRISK. In this regard, it should be noted that the MTPE representatives interviewed pointed out that the Municipal Model for the Detection and Eradication of Child Labour<sup>45</sup>, developed by the Ministry, is the active response of the municipality to child labour and that it is a complement for the implementation of the CLRISK in the municipalities. Although the evaluation team has not had access to the complete document of the Municipal model, the summary published on the RI website states that the model "consists of the incorporation of criteria for the identification of child labour in the regular work of municipal inspection of establishments, businesses and premises that are within the municipal jurisdiction", in this sense, it is likely that the demands for the implementation of Phase II of the CLRISK exceed the municipal model as its main axis is the prevention of child labour.

## 5.4. Lessons learned, best practices and recommendations

### 5.4.1. Lessons learned

172. The experience of Phase I of the CLRISK in Peru highlights the need to strengthen the communication strategy developed by the MTPE so that the different institutions participating in its implementation understand the characteristics and usefulness of the CLRISK, ensuring that these institutions take ownership of and commit to the work carried out and that the time required to implement the tool is optimized.

173. The development of Phase I of the CLRISK in Peru has taken longer than initially expected; therefore, these initiatives require a strategy that can identify risk factors that impact the initially established deadlines and proposes measures to mitigate them.

### 5.4.2. Good practices

174. The effort made by the MTPE to invite different public institutions to participate in Phase I of the CLRISK, either as information providers or by providing recommendations and contributions to the methodology applied, is considered a good practice.

175. It is favourable that the MTPE has a strategy to disseminate the results of the CLRISK through different information channels whose target audience is public policy decision makers at the local level (MIDISrito, Geo Peru, Network of municipalities and GORE).

176. It is positive that Peru is institutionalizing the methodology and results of the CLRISK, and it is hoped that this will be a factor that contributes to the sustainability of this tool.

### 5.4.3. Recommendations

177. It is recommended that the MTPE have an implementation plan for the CLRISK Phase II, which identifies the institutions involved, the possible mechanisms for the MTPE to participate in the process, the resources required for the ministry to promote the CLRISK, and the monitoring and evaluation of the activities carried out.

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<sup>45</sup> <https://www.iniciativa2025alc.org/sites/default/files/modelo-municipal-de-deteccion-y-erradicacion-de-trabajo-infantil.pdf>

178. It is recommended that the MTPE has a communication strategy to clearly explain to the participating institutions what the CLRISK consists of, how it contributes to the fight against child labour and what type of participation is required.
179. It is recommended that the MTPE receive technical assistance from the ST-IR to identify good practices and lessons learned in the implementation of Phase II of the CLRISK in other countries.
180. It is recommended that the MTPE disseminate the methodology and results of the CLRISK to academia in order to promote the development of research based on this tool.
181. It is recommended that the MTPE promote the participation of Focal Points representing workers' and employers' organizations in the implementation of the CLRISK.

## Capítulo 6. Conclusions

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182. The report presents a case study of the application of the CLRISK in four LAC countries: Argentina, Jamaica, Peru and Mexico. The CLRISK is an initiative of the Regional Initiative with the support of the ILO and ECLAC that seeks to strengthen the preventive approach to child labour. The CLRISK consists of two phases. Phase I consists of estimating the CLRISK model. The institutions in charge of leading this process are the ST-IR and ECLAC. Phase II consists of selecting, from all the territories (municipalities) where child labour risk was identified, those to implement the CLRISK. In Argentina and Jamaica, Phase I of the CLRISK has been developed, while Mexico has made progress in Phase II. In the case of Mexico, the case studies, in addition to Phase I, include Phase II in the municipality of Tuxtla Gutiérrez (State of Chiapas). The studies investigate the implementation of the CLRISK in the four countries in order to identify good practices, lessons learned and recommendations for future CLRISK interventions in LAC.
183. The evaluation takes into consideration the criteria of relevance, design validity, effectiveness, management efficiency, and impact and sustainability orientation. Primary and secondary sources of information were used to answer the evaluation questions. For the primary sources, the method used to collect information was to interview representatives of institutions that have participated in the implementation of the CLRISK in the four countries. For the secondary sources, the method used was documentary review.
184. Relevance evaluation criteria. The CLRISK strengthens public policies on child labour in the 4 countries, especially in the following: it focuses on actions aimed at child labour prevention, proposes the development of evidence-based public policies, promotes targeted actions from the local (municipal) level of government, and fosters multilevel articulation. The four countries showed a strong political commitment to promote the CLRISK; however, there are differences among the countries in terms of institutions and availability of statistical information to develop the model. From the institutional point of view, Argentina and Mexico had the participation of agencies specialized in labour market analysis within their respective ministries of labour to lead the estimation of the model, while Peru had a consultant and in Jamaica the process was driven by the Statistical Institute and an external female consultant. From the point of view of information availability, Mexico has an open data policy and regularly applied child labour modules that are part of its national surveys, while Argentina and Jamaica used specialized child labour

surveys and Peru used national surveys and censuses. In the case of Phase II of the CLRISK in the municipality of Tuxtla Gutierrez, although it is not considered a high child labour risk district, it was determined that it had certain institutional development characteristics that made its implementation feasible.

185. Criteria of design consistency and validity. The design of Phase I is based on strong coordination between the Ministry of Labour, the TS of the IR, ECLAC and the ILO, while the participation of other FPs (employers and workers) is null or scarce. The implementation of Phase I of the CLRISK did not face significant delays in Mexico, a situation that differs from Argentina, Peru and Jamaica; factors linked to the need for the National Committees to review the progress of the model (Argentina and Jamaica), the difficulty in accessing statistical information (Jamaica) and the impact of COVID-19 (Jamaica), the requirement that the methodology and results be official (Peru) explain this longer time frame. Phase II in the municipality of Tuxtla Gutierrez involved the participation of the municipality, the TS of the IR, the ILO and consultants. The impact of COVID-19 has delayed the implementation of activities in the four countries.
186. Effectiveness criteria. Phase I of CLRISK was completed in Mexico and Argentina, with Jamaica and Peru still pending. In Mexico and Argentina there are characterization sheets and risk maps at the national, federal and local levels, which are available on the website of the RI and the respective ministries of labour; in addition, the sheets were presented at official events. In the case of Jamaica, there is a draft report and it is expected that the sheets will be presented soon at the local level. Peru's sheets and technical documents are already prepared; however, they cannot yet be published because they must first be declared official. In the case of Phase II in the municipality of Tuxtla Gutierrez, the characterization and mapping of programs/services is already available, and with whom informal agreements have been established to participate in the CLRISK; however, the impact of COVID-19 has slowed down the continuation of activities.
187. Management efficiency criterion. The participation of ECLAC and the ILO in their capacity as ST-IR are considered fundamental for the achievement of the expected results according to the people interviewed. ECLAC is recognized for its solid technical knowledge and for its knowledge of the reality of the statistical systems of the four countries. The ST-IR is recognized for its capacity to articulate actions at the highest political level in the countries and its recognition at the national and international level on the child labour issue and its capacity to convene the different governmental bodies of the countries around the objective of the fight against child labour.
188. Sustainability criteria and impact approach. The CLRISK has strengthened the capacity of participating public institutions in their understanding of the child labour phenomenon. It has generated statistical information at the local government level on child labour risk factors, which will make it easier for countries to implement public policies aimed at child labour prevention based on evidence and from the local level. In this sense, the CLRISK is a tool for managing public policies with a focus on the rights of children and adolescents at the local level. The participation of officials involved in the CLRISK has allowed them to strengthen their technical competencies to address the child labour issue. The CLRISK is perceived as the articulated action of a set of public policy interventions that contribute to the development of the social protection system at the local level. In this regard, it is important to consider that the proper functioning of the model implies that there is a chain of protection provided by a series of previously identified programs/services, which offer a

service with adequate coverage and quality; however, the CLRISK can also boost the implementation of this social protection system in territories where its presence is incipient.

189. The design and implementation of the CLRISK, a tool that promotes the development/strengthening of public policies for child labour prevention, requires an exhaustive knowledge of the organization of the State at its different levels of government, the degree of institutional development of the State, the existence and effectiveness of public sector training policies, and the existence and effectiveness of the system for the protection of children and adolescents' rights at all levels of government.

### Annex 1: Interview guide

#### a) To the institutions in charge of implementing the CLRISK at the national level

1. Why did your country apply for the CLRISK? What were your country's expectations of the CLRISK?
2. What did your participation in the CLRISK consist of? Under what institutional arrangement? What technical competencies did the CLRISK require for your Directorate? Is there a person responsible for the CLRISK in your Directorate? Did you receive training on CLRISK?
3. What other national and international institutions participated in the CLRISK? What was the role of each one? Were there institutions that should have been part of CLRISK -Phase I but did not participate? How do you assess the capacities, interest and coordination between the different institutions involved?
4. What sources of information have been used to implement the child labour predictive model? Have there been any limitations in applying the CLRISK in terms of availability, quality and disaggregation of statistical information, in the methodology used?
5. What have been the products of the implementation of the CLRISK (*identification of the territories with the highest child labour risk and risk factors, with their respective characterization sheets and Maps*)? Satisfaction, advantages, limitations, suggestions for improvement? Does the CLRISK include a gender approach in its design?
6. **Phase II** is to focus public policies aimed at child labour prevention. What is the role of your Directorate in this Phase? (*dissemination of information, sensitization of local stakeholders to adopt the CLRISK, support to the municipality in its implementation, monitoring and evaluation of CLRISK progress at the local level, documenting the experience*)? Who is in charge or should be in charge of this?
7. Is the CLRISK (its characterization sheets and risk maps) being used by the different actors at the regional, national or sub-national level in your country? What does this use consist of? What limitations and potentials does your country face for the effective use of the CLRISK? What actions should be developed to overcome the limitations and to realize the potentials?
8. Are there other alternative tools for targeting public policy aimed at child labour prevention and eradication child labour (*SIRTI for identification and registration, other administrative records, other predictive models, Big Data*). Are they complementary? Is the CLRISK the most cost-effective tool?
9. Do you consider that the CLRISK can be used as a tool to help the country face the negative effects that COVID 19 would generate in terms of child labour? And what adjustments do you think should be made to the design of the tool?
10. Is it established how often the predictive model should be re-estimated at the national level and which institution should lead this process? Who should do it as part of their regular work, considering their competencies and functions and the capacities of the technical teams? Will it require support from ECLAC or ILO?
11. Has the CLRISK been incorporated into your country's public policy? Has the CLRISK been allocated resources (*budget, personnel with the required technical skills: econometricians or statisticians, but also communicators and experts in intersectoral coordination*)?

#### b) To institutions that have provided information for the CLRISK and/or have used the CLRISK results.

1. Is your institution part of any committee for the eradication and prevention of child labour? What type of actions related to the prevention and/or eradication of child labour does your institution carry out?
2. What was your participation in the CLRISK? Under what institutional arrangement was your institution's participation?
3. Is the CLRISK (its characterization sheets and risk maps) being used by your institution? In what way?
4. Advantages and limitations of the CLRISK?
5. What use do you think your institution could make of the CLRISK? And what would be required for this to happen? CLRISK or the CLRISK

**c) Representative of the municipality where the Phase II of the CLRISK was implemented (this questionnaire was adapted to interview the consultant who conducted the research on the model at the local level).**

1. Prior to the municipality's participation in Phase II of the CLRISK, did your institution have a municipal plan/roadmap that incorporates the situation of children and adolescents in the municipality and, in particular, the prevention and eradication of child labour?
2. Prior to the municipality's participation in Phase II of the CLRISK, did your institution have a unit/area in charge of children and adolescents' issues? Did this unit/area have child labour as one of its functions?
3. Before the CLRISK, had your institution carried out activities related to child labour prevention and eradication? Were these activities promoted directly by the municipality or by other institutions? (ask if they were from other levels of government). Did your institution have a budget for child labour prevention and eradication?
4. Did the municipality have statistics on children and adolescents engaged in child labour or studies on the child labour problem at the municipal level?
5. Did the municipality have any active intersectoral coordination body to address the issues of children and adolescents and, in particular, children and adolescents engaged in child labour situations? Who led this body?
6. What were the needs and demands that the municipality identified in terms of child labour to request the implementation of the CLRISK? (Why did the municipality request the implementation of the CLRISK in its territory? Do you consider that COVID-19 has produced any changes in the needs and demands initially identified by the municipality?)
7. What political, institutional, administrative and technical factors facilitate (will facilitate) the implementation of the CLRISK in your municipality? Are there factors that could hinder or slow down the implementation of the CLRISK in your municipality? (possible factors: political interest of municipal authorities, relationship between the district electoral calendar and the implementation of the CLRISK, administrative and budgetary decentralization of the municipality, inter-institutional articulation of the municipality with key actors in the process, development of a system and mechanisms for child protection at the municipal level, existence of programs/services supply, technical capacity of the municipality's human resources to assume the CLRISK, use and quality of the municipality's administrative records related to the CLRISK, access and quality of information sources from other institutions, among other factors. Note: An alternative is to ask for the list of possible factors and find out the respondent's perspective or opinion.
8. Which institutions (or independent consultants) participated in the design of the CLRISK in your municipality? What did the participation of each of the institutions (independent consultants) mentioned above consist of? What do you consider to be the contribution of

each of these institutions in the design of the CLRISK? Were there institutions that should have been part of the design of the CLRISK but that did not participate?

9. Did the design of the CLRISK in your municipality consider gender and vulnerable groups (migrant, afro-descendant, indigenous children and adolescents)? Note: did you use statistics or qualitative information on gender and vulnerable groups. Did you propose differentiated actions for these groups, etc.)?.
10. Did the design of the CLRISK in your municipality propose actions to overcome possible risk factors that could affect its implementation?
11. Did the design include any mechanism for monitoring and evaluation of the CLRISK? Were indicators, targets and responsible parties included? Did these indicators take into consideration gender and vulnerable groups?
12. Do you consider that the design of the CLRISK in your municipality adequately incorporated the political, institutional, administrative and technical factors that could facilitate or hinder its implementation?
13. What were the commitments that the municipality and the identified programs/services agreed upon to prevent child labour in the territory? Was it clear to the municipality and the identified programs/services through which mechanism their participation contributed to the prevention of child labour in the territory?
14. How would you rate the participation of the different actors involved in the design of the CLRISK (ILO, TS of the IR, national FP, municipality, institutions that provided information, programs and services identified)? What recommendations would you make to improve the validity of the design of the CLRISK in the municipality (and others)? What recommendations would you make to promote the participation, coordination and ownership of the CLRISK among all the actors involved in its design?
15. To date, what are the advances in the implementation of the CLRISK in the municipality? Are the advances as expected in all the services/programs considered? If there is any delay, what factors are behind it? What actions are being developed to improve the advances achieved? Have the advances been affected by COVID-19?
16. What is the mechanism for the execution of the CLRISK in the municipality? How do you value the contribution of such mechanism in the achievement of the activities/outputs achieved? Do you consider that such mechanism should be strengthened/adjusted to optimize the achievements?
17. Does the CLRISK have an annual plan for its implementation? If no, how is progress in the execution of the CLRISK monitored? Is this progress shared with the participating programs/services?
18. Does the municipality have sufficient human, financial and technological resources (due to COVID-19) to deliver the outputs/activities and achieve the results of the CLRISK on schedule?
19. How effective has the support of the TS of the RI, the ILO (national/regional office), the national FP(s), the external consultants with the municipality been for the CLRISK to achieve the expected results?
20. How do you assess the coordination between the different institutions involved in the CLRISK programs/services with the municipality? Do you consider that there are factors that have favoured and hindered such coordination? What recommendations would you make to strengthen such coordination?
21. To what extent has the municipality's participation in the CLRISK strengthened its capacities in terms of advocacy and resource management for child labour prevention in its municipality? Provide specific examples.

22. Does the CLRISK have other expected uses in your institution? What limitations and potentialities does your institution face in the effective use of the CLRISK? What actions should the ST-IR or FPs develop to help your institution overcome those limitations? What actions should the ST-IR or FPs develop to help your institution overcome those limitations?
23. Does COVID-19 have any potential impact on the sustainability of the CLRISK in the municipality? What measures have been taken or should be taken by all stakeholders (TS of IR, ILO, FP, municipality, programs/services involved) to ensure the continuity and sustainability of the CLRISK?
24. Based on your experience and knowledge of the country, do you consider that the CLRISK experience is replicable in other municipalities? What are the minimum conditions that a municipality must meet for an effective implementation of the CLRISK?

## Annex 2: List of interviewees by country

Country	Name	Position	Institution
Jamaica	Sasha DEER-GORDON	Chief Technical Director, Labour Division	Ministry of Labour and Social Security
Jamaica	Ieesha GRAHAM-MCINTOSH	Senior Statistician Special Projects Unit Surveys Division	Statistical Institute of Jamaica
Jamaica	Cheryl DAVIS IVEY	Consultant CLRISK Model / Jamaica	-----
Jamaica	Resel MELVILLE	Technical Secretariat, Caribbean Project Officer	ST - RI
Argentina	Sonia Sago	Coordinator. In addition, it is the government's Focal Point representing the government in the RI.	Coordination of Policies for the Eradication of Child Labour and Protection of Adolescent Labour of MTESS
Argentina	Sergio Diaz	Technical Specialist. In addition, he is an alternate Focal Point representing the government in the RI.	Coordination of Policies for the Eradication of Child Labour and Protection of Adolescent Labour of MTESS
Argentina	Anahi Aizpuru		OTIA of the Sub-Secretariat of Programming, Studies and Statistics of MTESS
Argentina	Vanina Van Raap		OTIA of the Sub-Secretariat of Programming, Studies and Statistics of MTESS
Argentina	Susana Santomingo	Coordinator of the Commission for the Eradication of Child Labour. In addition, she is the Focal Point regional representative of workers in the RI.	General Confederation of Labour of the Argentine Republic (CGT)
Argentina	Laura Giménez	Head of Legislation and Social Policy Departments. In addition, she is the Focal Point for the regional employers' representative in the IR.	Argentine Industrial Union (UIA)
Argentina	Gustavo Ponce	Child Labour Focal Point in Argentina	International Labour Organization (ILO)
Argentina	Matias Crespo	Project Officer	International Labour Organization (ILO)
Argentina	Ana Lopez		National Ministry of Health
Argentina	Sandra Sagradini		National Ministry of Health

Argentina	Florence Lance		National Institute of Agricultural Technology (INTA)
Argentina	Gisella Jaure		National Institute of Agricultural Technology (INTA)
Mexico	Ernesto Gamboa	Director of Global Affairs. Governmental FP	Labour and Social Welfare Secretariat - Mexico
Mexico	Álvaro Segovia	Head of Department for G20. Alternate Governmental FP	Labour and Social Welfare Secretariat - Mexico
Mexico	David Zamora	Secretary of the Municipal Economy of Tuxtla Gutierrez	Municipality of Tuxtla Gutierrez
Mexico	Julio Garcia	CLRISK Phase II Consultant in Tuxtla Gutierrez	ILO Consultant
Mexico	Carlos Herrera	Advisor to the Ministry of Economy and Labour	Government of the State of Chiapas
Mexico	Bruno Zuniga	Advisor to the Ministry of Economy and Labour	Government of the State of Chiapas
Mexico	Alejandro Avilés	UNT Legal Advisor and RI Focal Point - workers' representative	Unión Nacional de Trabajadores-UNT - Mexico
Peru	María Kathia Romero	Specialist in Child Labour, General Directorate of Fundamental Rights and Occupational Safety and Health. Alternate FP	Ministry of Labour and Employment Promotion - Peru
Peru	Maria Apaza	Mayor	District Municipality of Umachiri. Puno Region
Peru	Enrique Velasquez	General Director of Monitoring and Evaluation	MIDIS
Peru	Juan Castillo	Labour Inspector	SUNAFIL
Peru	Julio Osores	External consultant in economics for the Directorate for the Protection and Promotion of Fundamental Labour Rights (DPPDFL).	MTPE
Peru	Cecilia Tello	Director for the Promotion and Protection of Fundamental Labour Rights of the General Directorate for Fundamental Rights and Occupational Safety and Health	MTPE
Peru	Jenny Cutipa	Specialist in Fundamental Rights and Health and Safety at Work	Regional Directorate of Labour and Employment Promotion
Peru	Paola Egúsquiza	IR Focal Point.	Autonomous Workers' Central of Peru - CATP

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of this evaluation.

**Annex 4: Mexico: Distribution of municipalities according to level of risk and identified child labour risk factors by federal state.**











<b>Federal State</b>	<b>Distribution of municipalities by level of child labour risk (R)</b>	<b>Risk factors identified (according to incidence)</b>
Oaxaca	Low R: 206 Average R: 295 High R: 62	Households where i) children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) children and adolescents attend school.
Puebla	Low R: 61 Average R: 119 High R: 36 No information: 1	Households where i) the children and adolescents are male; and ii) the head of household is employed in the commerce sector. The protective factors are associated with: i) schooling of the head of household and spouse.
Chiapas	Low R: 86 Average R: 23 High R: 9	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household is employed in the formal sector.
Michoacán de Ocampo	Low R: 60 Average R: 43 High R: 10	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household has access to social security.
San Luis de Potosí	Low R: 19 Average R: 30 High R: 9	Households where i) the children and adolescents are male; and ii) the head of household is employed in the commerce sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household is employed in the formal sector.
Tlaxcala	Low R: 29 Average R: 26 High R: 5	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household is employed in the formal sector.
Colima	Low R: 5 Average R: 3 High R: 2	Households where i) the children and adolescents are male; and ii) the head of household is employed in agriculture and commerce. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household has access to social security.
Nayarit	Low R: 5 Average R: 7 High R: 8	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household has social security.
Veracruz de Ignacio de la Llave	Low R: 135 Average R: 72 High R: 5	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household is employed in the formal sector.
Guanajuato	Low R: 13 Average R: 29 High R: 4	Households where i) the spouse of the head of household is employed in the commerce sector; and ii) the children and adolescents are male. Protective factors are associated with: i)

		schooling of the head of household and spouse, and ii) the head of household has access to social security.
Aguascalientes	Low R: 6 Average R: 4 High R: 1	Households where i) the children and adolescents are male; and ii) the head of household is employed in the commerce sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household has access to social security.
Zacatecas	Low R: 14 Average R: 33 High R: 11	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household is employed in the formal sector.
Tabasco	Low R: 6 Average R: 10 High R: 1	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household is employed in the formal sector.
Yucatan	Low R: 44 Average R: 53 High R: 9	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household is employed in the formal sector.
Campeche	Low R: 9 Average R: 1 R high: 1	Households where i) the children and adolescents are male; and ii) the head of household is employed in agriculture and commerce. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household has access to social security.
Durango	Low R: 20 Average R: 14 High R: 5	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household has a formal job.
Morelos	Low R: 10 Average R: 17 High R: 6	Households where i) the children and adolescents are male; and ii) the head of household is engaged in commerce. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the household is located in an urban area.
Quintana Roo	Low R: 6 Average R: 2 High R: 2	Households where i) children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) children and adolescents attend school.
Jalisco	Low R: 66 Average R: 46 High R: 13	Households where i) the children and adolescents are male; and ii) the spouse of the head of household is employed in the commerce sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) children and adolescents attend school.
Sonora	Low R: 41 Average R: 22 High R: 8 No information: 1	Households where i) children and adolescents are male; and ii) the head of household is employed in the commerce sector. Protective factors are associated with: i) schooling of the head of household and spouse; and ii) children and adolescents attend school.
Mexico	Low R: 77 Average R: 40 High R: 8	Households where i) the children and adolescents are male; and ii) the head of household is employed in the commerce sector. The protective factors are associated with: i) schooling of the head of household and spouse.

Sinaloa	Low R: 8 Average R: 8 High R: 2	Households where i) children and adolescents are male; and ii) the head of household is employed in the commerce sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) children and adolescents attend school.
Chihuahua	Low R: 59 Average R: 2 High R: 1 No information: 5	Households where i) the children and adolescents are male; and ii) the head of household is employed in agriculture and commerce. Protective factors are associated with: i) schooling of the head of household and the spouse.
Guerrero	Low R: 17 Average R: 48 High R: 16	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household is employed in the formal sector.
Hidalgo	Low R: 38 Average R: 39 High R: 7	Households where i) the children and adolescents are male; and ii) the head of household is employed in the commerce and agriculture sectors. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household has access to social security.
Baja California Sur	Low R: 3 Average R: 1 High R: 1	Households where i) the head of household is employed in the commerce sector; and ii) the children and adolescents are male. The protective factors are associated with: i) schooling of the head of household and spouse.
Querétaro	Low R: 11 Average R: 5 High R: 2	Households where i) the children and adolescents are male; and ii) the head of household is employed in the commerce sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household is employed in the formal sector.
Coahuila de Zaragoza	Low R: 25 Average R: 11 High R: 2 No information: 5	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and the spouse.
Tamaulipas	Low R: 20 Average R: 19 High R: 4	Households where i) children and adolescents are male; and ii) the head of household is employed in the commerce sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) children and adolescents attend school.
Nuevo León	Low R: 33 Average R: 16 High R: 2	Households where i) the children and adolescents are male; and ii) the head of household is employed in the agricultural sector. Protective factors are associated with: i) schooling of the head of household and spouse, and ii) the head of household has social security.
Mexico City	Low R: 3 Average R: 10 High R: 3	Households where i) the children and adolescents are male; and ii) the head of household is employed in the commerce and agriculture sectors. Protective factors are associated with: i) schooling of the head of household and the spouse.
Baja California	Low R: 2 Average R: 2 High R: 1	Households where i) the children and adolescents are male; ii) the household is located in a rural area; and iii) the head of household is engaged in commerce. The protective factors are associated with: i) schooling of the head of household and spouse.

Source: ECLAC-ILO. Child labour risk identification model Mexico

**Annex 5: Relationship between characteristics with higher risk of child labour and proxy variables at the micro-territorial level in the municipality of Tuxtla Gutierrez - Mexico.**

<b>Características con mayor riesgo de trabajo infantil</b>	<b>Variable proxy a nivel micro-territorial</b>	<b>Año</b>	<b>Fuente</b>
 Hogar compuesto	Nivel de hacinamiento	2010	Censo de Población y Vivienda 2010 del INEGI
 No asistencia escolar	Tasa de asistencia escolar	2010	Censo de Población y Vivienda 2010 del INEGI
	Tasa de abandono escolar	Ciclo escolar 2016-2017	Registros administrativos de la Secretaría de Educación Pública
 Apoyo de becas escolares	Becas Prospera	2018	Registros administrativos del programa Prospera
 Condición étnica	Población de 3 y más años que habla lengua indígena	2010	Censo de Población y Vivienda 2010 del INEGI
 Principales actividades económicas de los niños en trabajo infantil	Subsectores económicos del DNUE	2018	Directorio Estadístico Nacional de Unidades Económicas del INEGI
 Ingreso y vulnerabilidad de los hogares	Zonas de Atención Prioritaria	2019	Decreto de Zonas de Atención Prioritaria
	Grado de Rezago Social	2010	Consejo Nacional de Evaluación de la Política de Desarrollo Social (CONEVAL)
 Afiliación a los servicios de salud por prestación laboral	Sin información		
 Nivel educativo del jefe del hogar	Sin información		
 Edad entre 15 a 17 años	Variable para priorizar		
 Sexo	Variable para priorizar		

Source: IR-ILO. Summary of child labour characterization.

## Annex 6: Programs identified by the Mapping in the municipality of Tuxtla Gutiérrez - Mexico

### Federal programs identified in the mapping

Institution	Program	Elements to be considered for the strategy
Ministry of Public Education (SEP)	National Scholarship Program	There are none because they are granted directly by the institutions.
Secretariat of Public Education (SEP)/ Secretariat of Welfare (SB)	Benito Juárez Universal Scholarship for Students of Higher Secondary Education	Inclusion of new beneficiaries
National Institute of Indigenous Peoples (INPI)	Indigenous Education Support Program	Inclusion of new beneficiaries
Welfare Secretariat (SB)	Pension for the Welfare of Persons with Disabilities Program	Inclusion of new beneficiaries
Welfare Secretariat (SB)	Program for the Well-Being of Older Adults	Inclusion of new beneficiaries
Welfare Secretariat (SB)	Sembrando Vida Program	Inclusion of new beneficiaries
Welfare Secretariat (SB)	Support Program for the Well-Being of Children of Working Mothers	Inclusion of new beneficiaries
Welfare Secretariat (SB)	PROSPERA Social Inclusion Program (Benito Juárez Basic Education Scholarships for the Well-Being)	Inclusion of new beneficiaries
National Council for the Promotion of Education (CONAFE)	CONAFE Schools	Opening of new spaces
National Council for the Promotion of Education (CONAFE)	"Acércate a tu escuela" scholarships	Inclusion of new beneficiaries

Source: IR-ILO. Mapping of programs, competencies and coordination spaces on child labour.

### State programs identified in the mapping

Institution	Program	Elements to be considered for the strategy
Ministry of Public Education (SEP)	Scholarships for elementary, secondary and remote secondary students	There is none
Ministry of Public Education (SEP)	Scholarships for elementary school students	There is none
Ministry of Public Education (SEP)	Scholarships for children of single mothers	There is none
Ministry of Public Education (SEP)	Full-Time Schools Program	Include new schools
Ministry of Public Education (SEP)	National School Coexistence Program	Include new schools
Ministry of Public Education (SEP)	Inclusion and Educational Equity Program	Include new schools

Institute for Training and Technological Linkage of the State of Chiapas (ICATECH)	For-the-job training	Provide new courses
Sistema para el Desarrollo Integral de la Familia (DIF) (System for the Integral Development of the Family)	All to School	Share procedures
Sistema para el Desarrollo Integral de la Familia (DIF) (System for the Integral Development of the Family)	School breakfasts	There is none
Ministry of Economy and Labour (SEyT)	Child Labour Observatory	To be analyzed when the Observatory begins operations

Source: IR-ILO. Mapping of programs, competencies and coordination spaces on child labour.

#### Municipal programs identified in the mapping

Institutions	Program	Elements to be considered for the strategy
Sistema para el Desarrollo Integral de la Familia (DIF) (System for the Integral Development of the Family)	For-the-job training	Depends on the resources available to hire teachers.
Sistema para el Desarrollo Integral de la Familia (DIF) (System for the Integral Development of the Family)	Awareness-raising talks on child labour	Schedule new sessions
Sistema para el Desarrollo Integral de la Familia (DIF) (System for the Integral Development of the Family)	Program to assist children in street situations	To provide educational and nutritional care

Source: IR-ILO. Mapping of programs, competencies and coordination spaces on child labour.