



Localizing the response to child labour

SYSTEMATIZATION OF PHASE II OF THE CHILD LABOUR RISK IDENTIFICATION MODEL

Tuxtla Gutiérrez,
Mexico





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This document is the result of the local implementation of a local proposal to accelerate the reduction of child labour in the municipality of Tuxtla Gutiérrez, Chiapas, Mexico. This is the first municipality in the country and throughout Latin America and the Caribbean to implement Phase II of the Child Labour Risk Identification Model (CLRISK).

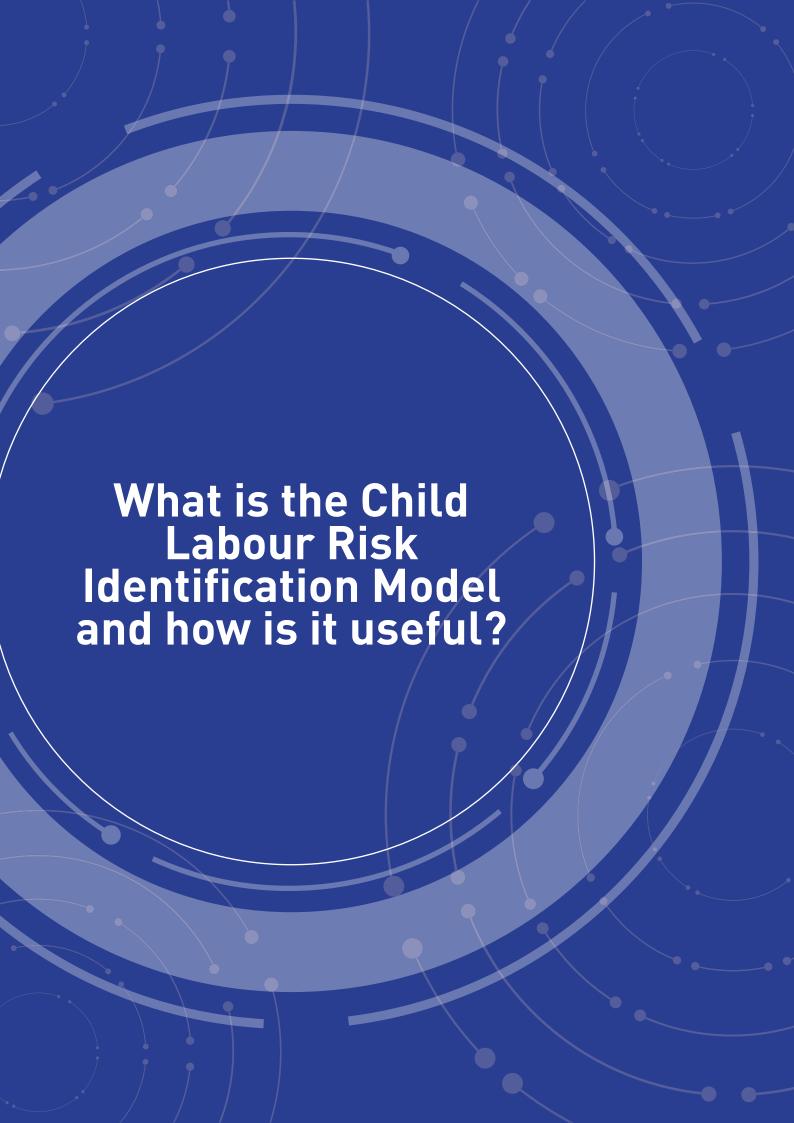
The document offers a systematization of the stages of CLRISK Phase II and the lessons learned in each of them.

This systematization will provide other municipalities in the region with a guide to develop and implement local policies against child labour

and learn from the experiences during each of the stages, with the aim of reducing errors, minimizing time and focusing on the most relevant aspects.

The document is particularly aimed at local officials whose responsibility is the social protection and security of children and adolescents, as well as officials of other levels of government who are interested in accompanying local governments in the reduction and eradication of child labour. In general, it is also addressed to all workers, employers, academics and civil society organizations that want to review a local intervention implemented jointly with subnational governments (State Governments).

IL0



he Child Labour Risk Identification Model (CLRISK) is a tool developed by the International Labour Organization (ILO) and the Economic Commission for Latin America and the Caribbean (ECLAC) to design and implement local strategies aimed at the prevention and eradication of child labour and the protection of adolescent labour. The results of CLRISK contribute to the targeting of actions in territories, groups and productive sectors, based on the public offer of social programs and services. At the same time, it promotes vertical articulation between levels of government and horizontal articulation between those institutions and key actors with competences and abilities to respond to the persistence of child labour.

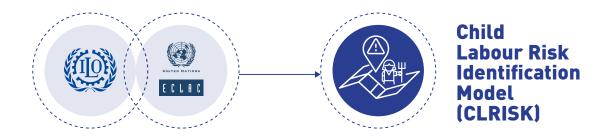
CLRISK arises from the Regional Initiative Latin America and the Caribbean Free of Child Labour¹, which seeks to use the experience that exists in the region to promote innovations that allow "to do more with less" and thus achieve target 8.7 of Sustainable Development Goal 8, which calls for "ensuring the prohibition and elimination of the worst forms of child labour, and by 2025, ending child labour in all its forms."²

Innovations include, above all, adopting a preventive approach to child labour, which supplements

the initiatives aimed at restoring rights that are traditionally implemented in the region. For this, the participation of local governments is essential, so having geographically disaggregated information that can be used for the design or adaptation of public policies in the territory is vital.

Using the information available for each country, CLRISK proposes a statistical methodology to estimate at a subnational level the risk of a child or adolescent being in a situation of child labour. With the set of individual estimates, the risk of the subnational territories is estimated and there begins a dialogue that culminates in the implementation of an articulated, effective and above all sustainable local response to child labour³. The Model has been implemented in five countries in the region: Argentina, Brazil, Colombia, Mexico and Peru, and is in process in Costa Rica, Guatemala and Jamaica.

The implementation of CLRISK consists of the following elements. In its first phase, the main product is local maps of child labour risk, with information on risk factors and protection, which can be used to strengthen national policies, with a territorial approach. In its second phase, the product is the design of a local public policy to accelerate the reduction of the risk of child labour.

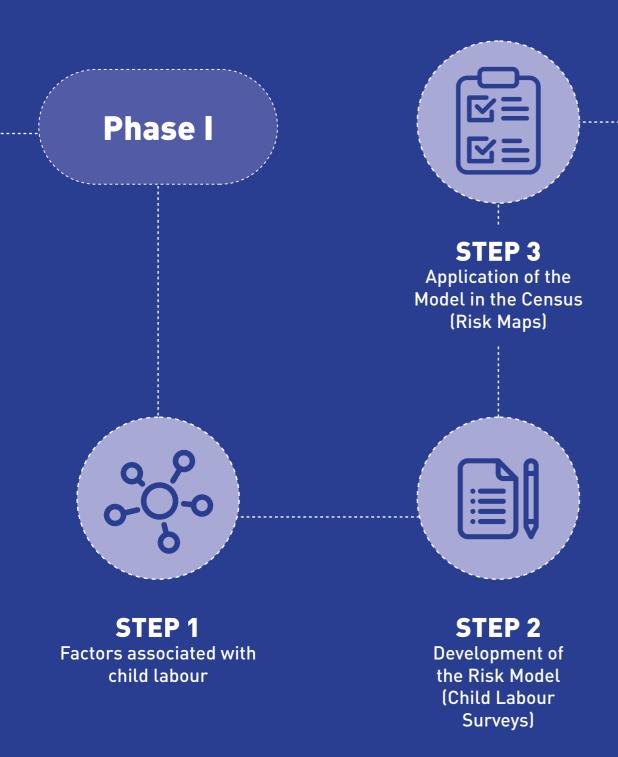


¹ For further information about the Regional Initiative, see: http://www.iniciativa2025alc.org

² For further information about the 2030 Agenda, see: https://www.ilo.org/global/topics/sdg-2030/lang--en/index.htm. Particularly, a global initiative has been launched called Alliance 8.7, which seeks to contribute to the achievement of target 8.7 of the Sustainable Development Goals, see: https://www.alliance87.org/

³ The document that describes in detail the CLRISK methodology can be found here: http://www.iniciativa2025alc.org/sites/default/files/child-labour-risk-identification-model_RI.pdf

Diagram 1.Phases and steps of the Child Labour Risk Identification Model





the territorial services

Source: II O and ECL A



During 2017, the Ministry of Labour and Social Welfare (STPS-its acronym in Spanish) of Mexico, with the technical assistance of the ILO and ECLAC, developed Phase I of the CLRISK in the country and managed to estimate the risk of child labour for 32 states and 2,246 municipalities.

The methodology applied had two stages:



Make national estimates of child labour risk based on 2015 data from the Child Labour Module (CHM) and the National Occupation and Employment Survey (ENOE).



Implement the model at the municipal level

by a federal entity, for which the coefficients of the regression of the first stage were used together with data from the Inter-census Survey (IS) 2015.

After Phase I, the results were presented in highlevel national tripartite institutional spaces such as the Inter-Institutional Commission for the Eradication of Child Labour and the Protection of Working-Age Adolescents (CITI) and the Conference National of Labour Secretaries (CONASETRA-its acronym in Spanish).4 In both, the maps of child labour risk were presented with the respective analysis of complementary risk and protection factors associated with the probability of child labour.⁵ In these spaces, the Government of Chiapas (subnational level), through the Labour State Secretariat (ST-its acronym in Spanish), expressed its interest in participating in the demonstrative experience of implementing Phase II, with the objective of having its own State public policy in child labour. This is how the work of Phase Il began at the end of 2018. That same year, the ILO presented the CLRISK in Chiapas within the framework of the Inter-institutional Commission for the Eradication of Child Labour in the State of Chiapas (CITI), which is the tripartite coordination space specifically designed to address the issue of child labour in Mexico and which has three levels: federal, state and municipal.

During 2017, the Ministry of Labour and Social Welfare (STPS-its acronym in Spanish) of Mexico, with the technical assistance of the ILO and ECLAC, developed Phase I of the CLRISK in the country and managed to estimate the risk of child labour for 32 states and 2,246 municipalities.

⁴ See: https://www.gob.mx/stps/prensa/buscan-en-conasetra-erradicar-trabajo-infantil-con-modelo-de-identificacion-de-riesgo

⁵ See: http://www.iniciativa2025alc.org/content/seguridad-social-para-jovenes-y-adultos_ModeloRiesgoTI_Mexico y http://www.stps.gob.mx/gobmx/estadisticas/perfiles_mti/ficha_ejecutivo/Chiapas.PDF



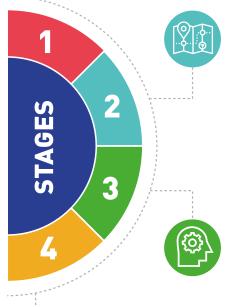
The methodology consists of six steps organized in four major stages described below. The estimated time for each step will depend on the level and quality of the information available and the degree of commitment of the actors involved in the implementation, as well as the knowledge and awareness of child labour in the territory.

In the experience of the implementation of Tuxtla Gutiérrez, the phase of preparation and selection of the territory lasted seven months, due in large part to the fact that there was a change of government that caused a new process of involvement and dissemination of the CLRISK and the objectives that were pursued.



SCOPE

- The first step is the election of the territory, preferably it should be the minimum territorial
 division in which the state is organized, which has its own faculties and resources for its
 function, and it is where the actions to be implemented will be directed for the reduction and
 eradication of child labour.
- In the second step, the official of the territory is selected, who will act as coordinator of the local policy to accelerate the reduction of the risk of child labour.



LOCAL DIAGNOSIS

- The first step is an assessment and analysis of the nature (characterization) of child labour, where the main individual, family and contextual factors that increase the risk of child labour in the selected territory are determined and the main locations, communities or areas with the greatest risks of child labour are located.
- In the second step, a mapping of services linked to the most relevant factors in the territories is developed to interrupt the trajectory of child labour.

INTERVENTION DESIGN

 The results of the local diagnosis (characterization and mapping) are used to design an intervention that allows reducing the risk of child labour. At this stage, the design of the monitoring and evaluation of the intervention should be considered.



IMPLEMENTATION

• The planned actions are carried out by the agencies involved, preferably in a tripartite coordination space. These are monitored and adjusted according to the results obtained.

Diagram 2.
Stages and steps of the implementation process of a local policy to accelerate the reduction

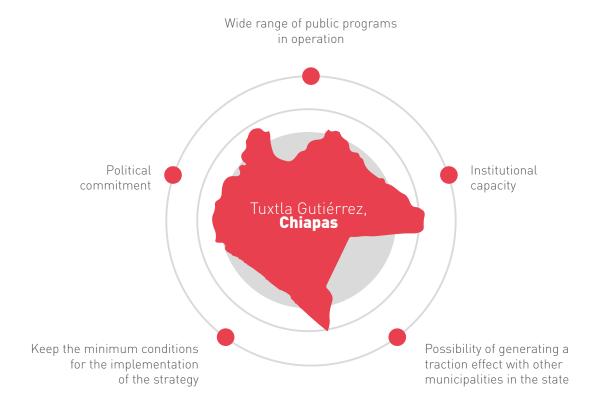






Step 1.Selection of the local territory

n the case of the demonstrative experience in the State of Chiapas, the municipality of Tuxtla Gutiérrez was selected, which although it does not register high levels of child labour risk, it did meet other necessary criteria to advance in the implementation of a targeted local intervention to reduce the risk of child labour, such as institutional capacity, political commitment, a wide range of public programs in operation and the possibility of generating a traction effect with other municipalities in the state since it is the capital. The consideration of this second set of criteria was based on the need to ensure the minimum conditions for the implementation of the strategy.





Step 2. Establishing the institutional liaison

Institutional liaison refers to the person who will be responsible for the design and execution of the intervention. His/her role is to lead the implementation of the work plan, establishing all necessary coordination agreements so that a strategy of the proposed type can succeed.

The most important requirement

that the liaison must have is **to have the mandate to implement interventions for the care of children and adolescents.** In addition, it
is desirable that he/she has a profile that makes
him/her competent in two types of steps:



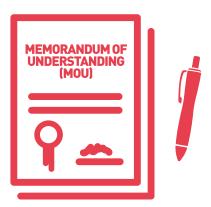
Horizontal management:

capability of liaising with other actors inside the local government.



Vertical management:

capability of liaising with other actors in other government agencies.



In the case of Tuxtla Gutiérrez, the Municipal President decided that the institutional liaison should be the Secretary of Economy, who complied with the technical profile and with the ability to establish the two types of management mentioned above.

In Tuxtla, at this stage, the need to have a legal instrument that formalised the intervention was also identified and it was decided to sign a Memorandum of Understanding (MOU) between the ILO and the local government, the text of which can be found as Annex 3 in this document.

When a local government, as in the case of Tuxtla, does not have a program or strategy in the field of prevention and eradication of child labour, or also when the inclusion of child labour is diffuse in the political agenda of the state or regional governments, the signing of an instrument such as the MOU gives political visibility to the process and paves the way for the different actors to support the strategy. Representatives of the federal government, the regional government and the local government can participate as signatories of the document.



Lessons learned

 Applying criteria for the selection of the municipality allows reducing the margin of error of the selection

The following criteria are recommended:



Child labour risk level that estimates Phase I of the CLRISK



Institutional capability of the administrative structure of the municipality



Commitment and political will of the Municipal President



Service offer, public programs and/or the possibility of creating them and/or adapting/extending them



Possibility of generating a replica effect of the local experience in other municipalities

- Assign a liaison that has the mandate for the implementation of multi-sector actions on matters of child labour or care for children and adolescents.
- It is important in federalized governments, and as far as possible, to establish support mechanisms from the national, regional governments towards the local governments, in order to strengthen the capabilities and the experience of the institutional liaisons







Signature of the Memorandum of Understanding (MOU) between ILO and the Municipality of Tuxtla Gutiérrez. June 2018.



During 4 months, from January to April of 2019, the quantitative and qualitative assessment and analysis was carried out on the magnitude and the main characteristics of child labour in Tuxtla Gutiérrez. The steps to carry it out were the following:



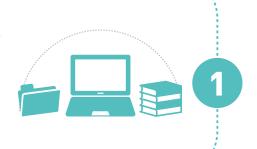
Quantitative and qualitative assessment and analysis was carried out on the magnitude and the main characteristics of child labour in Tuxtla Gutiérrez.



Step 1.State and municipal characterization

Literature review on the factors associated with child labour.

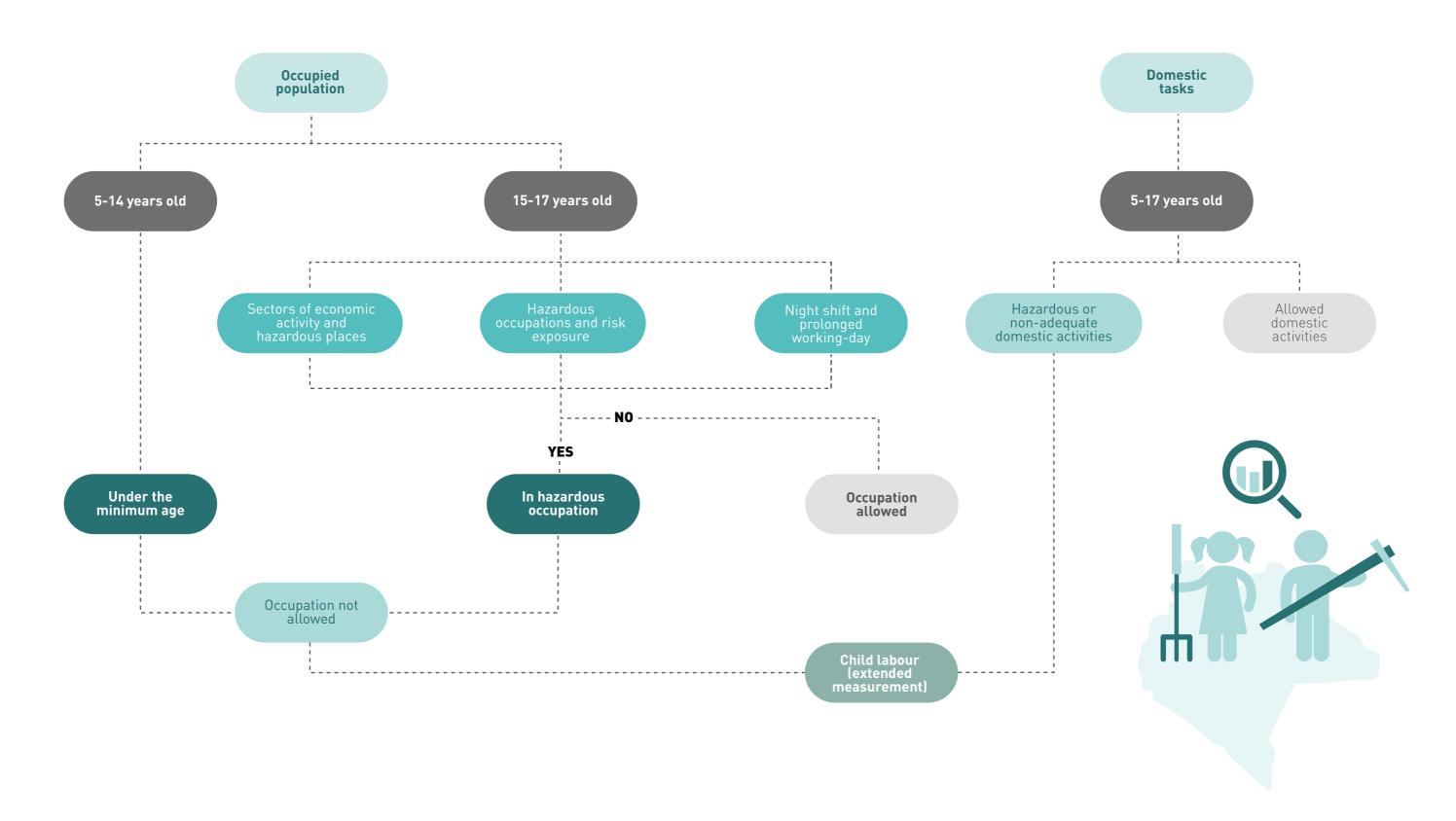
First, an internet search of books, articles and government reports, of civil society organizations and of multilateral organizations for the terms "child labour Chiapas" (in Spanish), "child labour Tuxtla Gutiérrez" (in Spanish), "child labour Strategy" (in Spanish), "child labour Chiapas", and "child labour Tuxtla" was carried out. Since not much information was found using these terms, a review of studies for Mexico describing the factors associated with child labour was conducted.





Selection of the definition of child labour that would be used to shorten the target population of the intervention. Normally there is a legal definition of child labour framed in the National Labour Laws and there is also a national operational definition that is established by the national statistical institutes according to the information available to describe the legal definition. It is suggested to review both and seek information at the municipal level on the variables that they include. It is very likely that at the local level all the information will not be available to carry out the operational definition of child labour that marks off national regulations, as happened in the case of Tuxtla. The alternative that was followed was to use the information on the work of children and adolescents that was available, which is detailed in point six. Diagram 3 shows the variables that are used in the national operational definition in force in Mexico for child labour.

Diagram 3.Criteria to define population in child labour, the case of Mexico



Source: Compiled by author based on INEGI, 2018, diagram 1 and 2

Search and analysis of specific statistical information for Chiapas (subnational level) on the factors associated with child labour. The information available at the municipal level was limited, so statistical information at the state level was used to be able to infer some characteristics of the municipality.

According to the information available, the characterization of child labour may include the worst forms of child labour and children and adolescents working in the street.

It is important to review the specificity of the statistical data at each level of government (national, subnational or of a lower order), since they may not have the same specificity of information to differentiate between work and child labour, as well as the ages at which this information is available. In the case of Tuxtla Gutiérrez, the statistical information did not allow working with an exact definition of child labour or with the population group between 5 and 11 years old.

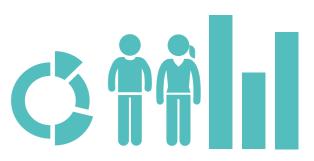
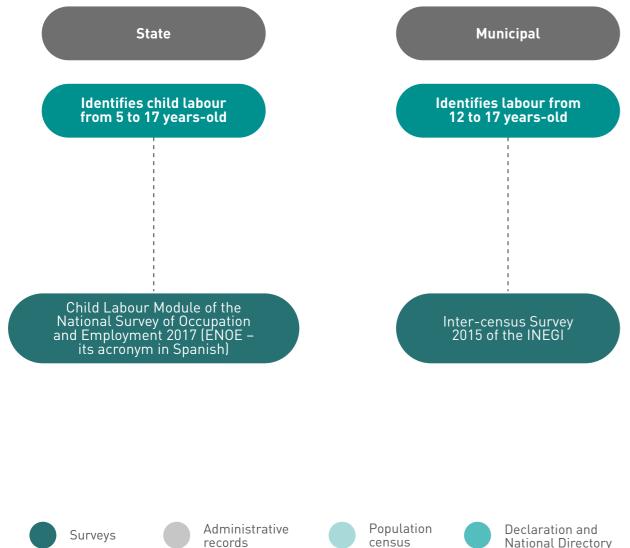


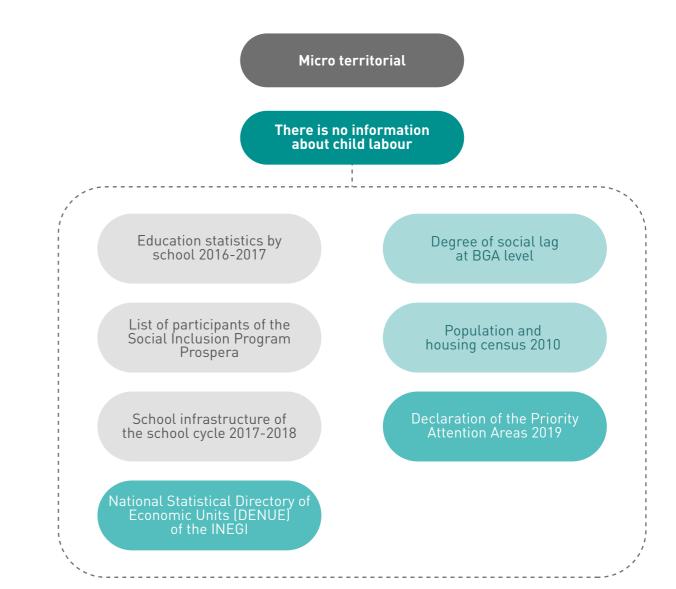
Diagram 4.

Information sources that were used to measure and analyse the determinants of child labour risk for each geographical level



National Directory

Source: Compiled by the author



6

Statistical analysis for the characterization of children and adolescents in child labour, both at the state and municipal levels, taking into account personal, family and contextual characteristics.

Three techniques were used:



Differences in population proportions (Independent sample T-test)



Correspondence analysis



Adapted national CLRISK econometric model (logistic model)

Definition of factors associated with child labour and its operational variables⁶. For the local characterization in Tuxtla Gutiérrez, three variables that were not considered in Phase I of the national risk map were included: the sex of the head of the household, the educational level of the child or adolescent and if he/she speaks any

indigenous language.

Table 1:Variables to consider according to government order

| | | State | | Municipal | | | | ILO-ECLAC Model for Mexico | |
|----------------------------------|----------------------------------|-----------------------------------|-----|---|-------------------------------------|--|-----|----------------------------|--|
| Variables | Nomenclature | Category | Key | Variables | Nomenclature | Category | Key | Includes the variable | |
| Type of location | tam_loc (size location) | Rural | 1 | Type of location | tam_loc (size location) | Rural | 1 | — Yes | |
| | | Urban | 2 | | | Urban | 2 | | |
| Type of household | clase_hog (type of household) | Male or Female Head with children | 1 | Type of household | clase_hog (type of household) | Nuclear household | 1 | Yes | |
| | | Couple with or without children | 2 | | | Extended household | 2 | | |
| | | Non-nuclear | 3 | | | Composite household | 3 | | |
| | | | | | | Non-specified household | 4 | | |
| | tam_hog (type of household) | 1 to 3 members | 1 | Household size | tam_hog (type of household) | 1 to 2 persons | 1 | — Yes | |
| ousehold size | | 4 to 5 members | 2 | | | 3 to 4 persons | 2 | | |
| | | More than 5 members | 3 | | | 5 to 6 persons | 3 | | |
| | | | | | | More than 7 persons | 4 | | |
| ex of the head of | sex_jefe (sex_ head) | Man | 1 | Sex of the head of household | sex_jefe (sex_head) | Man | 1 | — No | |
| household | | Woman | 2 | | | Woman | 2 | | |
| ducation level | esc_jefe (schooling_ head) | Under elementary | 1 | Education level of the head of household | esc_jefe (schooling_ head) | Not higher than elementary | 1 | Yes | |
| f the head of | | Elementary or under secondary | 2 | | | Secondary | 2 | | |
| ousehold | | Higher or equal to secondary | 3 | | | High-school or higher | 3 | | |
| ccupation of the | ocu_jefe (occupation head) | Employed | 1 | Sector of activity of the head of household | | Agricultural | 1 | | |
| ead of household | | Non employed | 2 | | sector_head | Industrial | 2 | Yes | |
| | | | | | | Services | 3 | | |
| Sex of the child or | | Man | 1 | Sex of the child or adolescent | sex | Man | 1 | Yes | |
| dolescent | sex | Woman | 2 | | | Woman | 2 | | |
| Age of the child or | | 5 to 14 years old | 1 | | | | | V | |
| dolescent | age | 15 to 17 years old | 2 | | | | | Yes | |
| | asis | Attends | 1 | School attendance | asis (attendance) | Attends | 1 | Yes | |
| chool attendance | (attendance) | Does not attend | 2 | | | Does not attend | 2 | | |
| | | Under elementary | 1 | Education level of the child or adolescent | schooling | Not higher than elementary | 1 | No | |
| ducation level f the child or | schooling | Elementary or under secondary | 2 | | | Secondary | 2 | | |
| dolescent | Schooling | Higher or equal to secondary | 3 | | | High-school or technological baccalaureat | 3 | | |
| | | Scholarships to study | 1 | Governmental support to the household | gov_support | With government support | 1 | Yes | |
| overnmental | gov_support | Other type of programs | 2 | | | Without government support | 2 | | |
| support | | Does not receive support | 3 | | | | | | |
| | | | | | | Affiliation to health services (Popular Social Security) | 1 | | |
| | | | | Affiliation of health services of the head of household | dermed_jefe (dermed_head) | Affiliation to health services (Other) | 2 | Yes | |
| | | | | nousenotu | _ | Is not affiliated to medical services | 3 | _ | |
| | | | | | | Less than \$3,000 pesos | 1 | | |
| | | | | Income for household | ing_hog | Between \$3,000 and \$9,000 | 2 | Yes | |
| | | | | work | (inc_household) | More than \$9,000 | 3 | | |
| | | | | Indigenous language of | len_indígena | Indigenous language | 1 | NI ~ | |
| | | | | the child or adolescent | (indigenous_ lang) | No indigenous language | 2 | — No | |

Source: Compiled by the author

⁶ The variables used in both analysis levels are categorical, since the primary source was already on that scale, except the income for household work and household size.

Micro Territorial Characterization

Federal urban social policy in Mexico commonly conducts targeting processes using as a minimum territorial unit the Basic Geostatistics Area (BGA), a group of blocks that share sociodemographic characteristics

Given the urban nature of Tuxtla, it was considered very important to try to characterise child and adolescent labour in these micro municipal territories. The process to do this was the following⁷:



Establish the variables associated with child labour with greater weight at the municipal level.



Identify statistical information available at BGA level to describe said variables.

Information from the Population Census was used, the official calculation of social gaps, and the National Directory of Economic Units (DENUE-its acronym in Spanish).



Establish micro territorial proxy variables for the variables associated with child and adolescent labour selected at municipal level.



Identify administrative records available at BGA level to describe said variables.

Education statistics were used, as well as the list of scholarship beneficiaries of the PROSPERA program.



Make a descriptive analysis at BGA and school centre level of the selected variables.

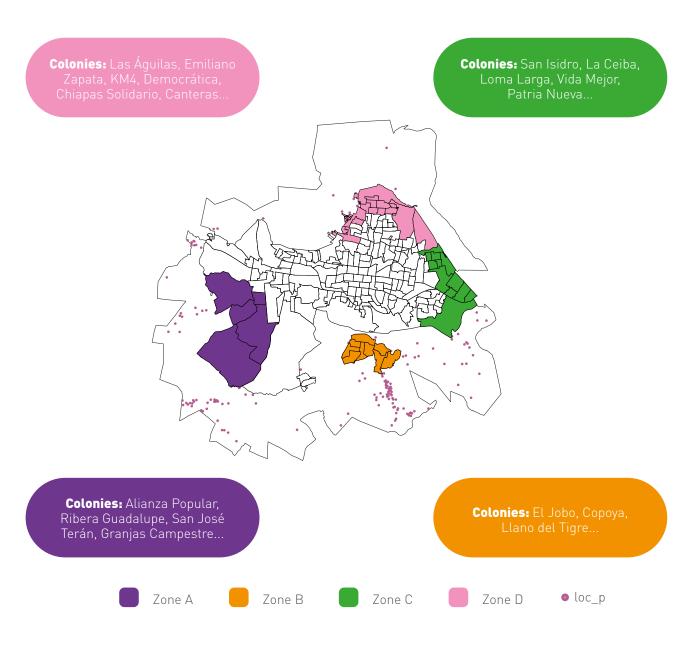


Make a spatial analysis at BGA level,

identifying the municipal areas with greater risk of child and adolescent labour.

⁷ It is not possible to make the INEGI definition of child labour operational at micro territorial level.

Map 1: Zones with greater risk of child and adolescent labour, Tuxtla Gutiérrez, Chiapas



Source: Compiled by author

Map 1 shows in colour the four sets of BGAs that are most likely to have child labour risk in the municipality of Tuxtla Gutiérrez. This tool allowed strengthening the dialogue between the different local actors to create a common intervention based on attention to these areas. Even so, there is the limitation of not knowing directly who the children and adolescents at risk of child labour are, so it could be important to identify them in the selected

territories, in order to support them and directly monitor their condition. However, even without a list of children and adolescents, direct actions on these territories - such as the application of scholarships or the construction of educational offerings - would have a greater impact on the reduction of child labour, that if actions were applied without any type of targeting.



Lessons learned

- Municipal governments have a history of initiatives to prevent and eradicate child labour. As a consequence, municipal officials may already have their own definition of the phenomenon. It is recommended to make a special effort to socialize with all the units involved the definition of child and adolescent labour that is chosen to determine the target group of the intervention.
- If possible, carry out the characterization within the framework of the coordination space intended to implement the intervention.
 - Definition of child and adolescent labour

 Perform the characterization at all possible levels: regional, local, micro territorial, to supplement and infer missing information. Use simple statistical analysis techniques for this.



For the micro territorial characterization, it is useful to use the registered lists of beneficiaries of social programs that attend to the associated factors, and that in addition:



Have a wide



Are known for their adequate targeting

In the case of Tuxtla, the registered list of the conditioned transfers program PROSPERA was used. The education statistics are generally recovered at the school level, so that is also important to consider them at this point.

 Use the mechanisms of transparency and access to information whenever available.



 Include the variable "indigenous condition" although the municipality may not be considered largely indigenous.



 Differentiate between general child labour and domestic child labour in the analysis, because if it is analyzed in a general way, it is very likely that the high incidence of child domestic labour of girls and adolescents will be invisible.



labour

 Micro territorial characterization at the level of colonies or neighbourhoods facilitates dialogue with the different local government actors.



However, some actors of government agencies that provide support, requested for the design of the intervention to have a list of children and adolescents or families to attend, as it allows them to identify who is or not receiving a benefit. This request originated a process of collaboration with the federal government to carry out the identification in the field of children and adolescents in child labour in two of the areas identified as priorities. In this case it was with the federal government because it was the one that had a permanent information gathering mechanism operating in the prioritized areas, which gave greater possibilities of establishing a sustainable monitoring mechanism.

labour



Lessons learned

When the statistical data and administrative records to carry out the characterization are insufficient or nonexistent, qualitative characterizations can be carried out with tools such as:



Individual interview



Group interview



Immersion in the context



Community-generated knowledge and interviews



Interviews with experts

Which can be cheaper than conducting quantitative information surveys and with a lower cost of time. Although both quantitative analysis require some technical level and experience to perform it.

There was an important initial discussion regarding the use of administrative records. The term is very general, encompasses the three levels of government and, generally, with decreasing quality as it is lowered to the municipal level. From the beginning, the possibility of using municipal administrative records was eliminated, the possibility of using state records was left open and it was considered important to seek to obtain federal administrative records (educational statistics and register of beneficiaries of the PROSPERA conditional transfer program).

The method of obtaining such records was also discussed with the following possibilities:



The municipality requests



LO requests



National
Transparency
Platform requests.
The most effective
method was the
latter

Step 2: Mapping of institutional competences, program and service offer and coordination spaces

Once the characterization exercise was completed, the next step was to identify public organizations, their functions and programs focused on addressing the most important risk factors according to the quantitative analysis. The steps to perform the mapping were the following:

The documentary research was supplemented in turn with interviews with representatives of the chosen institutions.

Identify public municipal, state and federal organizations that had programs and/or services offered aimed at addressing some of the most important risk factors associated with child labour. For this, a documentary investigation was carried out with two sources: 1) web pages of the agencies, and 2) transparency requests to obtain programmatic information related to goals, indicators and budget of each selected program. The documentary research was supplemented in turn with interviews with representatives of the chosen institutions, the main objective of which was to learn the possibilities of alignment of the programs identified in a possible intervention for the prevention and eradication of child labour. Annex 2 presents some guidelines for conducting interviews with officials.





Establish the attributions and duties of the public organizations selected with regard to the attention to the main risk factors. For this, a documentary investigation was carried out on the general regulatory documents of the public agencies chosen. For each government entity, the corresponding organic law and the internal regulations of public agencies were reviewed. These identified the powers of the programs related to the prioritized risk factors.

2

Identify and characterise the coordination spaces where the selected public organizations participated and that could serve as a platform to articulate the intervention in child labour matters. This was established based on the information gathered in the interviews and included the review of the regulatory documents that govern each coordination space.





Gather information and analyse it.



Lessons learned

 Include in the mapping a review of past interventions against child labour and successful sectoral interventions from which one can learn.



Include in the mapping all the actors that work in the chosen territory: the different government levels, workers' organizations and employers' organizations, civil society organizations, religious organizations and anyone who has actions related to child labour. This, more than for the support they may grant, is for the processes of information gathering and monitoring that generally require the support of personnel who are permanently in contact with the target population.



In addition to collecting information,



Informing the actors about the design process of the local proposal



Establish incentives and capabilities of each actor to get involved in the implementation of the intervention

- If possible, anchor the mapping process to the tripartite coordination space designated to implement the intervention
- Conduct the interviews once the documentary mapping is finished, in order to triangulate information about the programs.



 Use the mechanisms of transparency and access to information whenever available.





In the case of Tuxtla Gutiérrez, the intervention design was carried out over 3 months. In the mapping interviews, the analysis of the incentives and capacities of the different actors regarding their participation in it was initiated.

The design of the intervention was carried out taking into consideration that it should include

multi-sectoral actions and at different levels of government, since it was deemed important to only consider goods and services that already had an established source of resources, but with the ability to redirect or expand the number of beneficiaries or those with a very low marginal cost of inclusion.

The mapping results indicated that:



there was **an important offer of programs** to address the most relevant risk factors and, above all

that in some cases there were **possibilities of redirecting or extending their coverage.** This was very relevant because at the mapping stage, it was confirmed that at the municipal level and at the state level there was a context of strong budgetary restriction, which further reinforces the idea of seeking to generate innovation in the coordination of existing resources.

Ideally, the design process should be carried out from a participatory platform where the different orders of government, civil organizations, employers' and workers' organizations and the academy converge. However, in Tuxtla Gutiérrez, in the absence of a platform for the participatory

design of the intervention⁸, the proposal was designed by the institutional liaison, in order to have a semi-finished product on which the final intervention could be built, once there is a defined working group. In general, the steps for the design of the intervention were the following:

⁸ At the time of the design, the responsible municipal authorities of the Project did not have any enabled space.

Agreement on a coordination space where different levels of government participate, as well as representatives of the employers' and workers' organizations, civil society, academia, international organizations, among others. In Tuxtla Gutiérrez, it was agreed that the space would be the municipal CITI.



Institutionalise the operation of the coordination space, its action plan and the constitution of work groups. In Tuxtla Gutiérrez this was carried out through a municipal council agreement. Once its operation is validated, the coordination space can validate the intervention design, as well as monitor and follow-up on the strategies and actions that are to be carried out.



Review key elements and the conclusions of the characterization and mapping in the coordination space.





Decision on the type of intervention to be carried out. In Tuxtla Gutiérrez, it was decided to carry out an intervention that considers targeting the application of social programs in the territories of the municipality with greater proportion of specific population that shows high levels of child labour risk according to the characterization carried out.



Design the specific action lines of the intervention. In the case of Tuxtla Gutiérrez, the intervention needed to seek an innovating coordination mechanism that would allow the already existing programs to attend to the target population.





Establish the territorial scope of the intervention. At first, it was decided to lay out assistance for one or two sets of BGAs as pilot programs, and later expand the intervention to other areas of the municipal territory.





Establish the monitoring and assessment strategy. For the case of Tuxtla Gutiérrez, the existence of a successful monitoring and assessment mechanism put in place by a previous intervention was identified in the mapping. There was an attempt to reactivate the mechanism but it was not possible, so that the following was decided:

1) Perform a baseline survey of the potential and target population;

2) Establish indicators for the measurement of the advances and include their monitoring in the work plan of the municipal CITI.

Carry out rounds of individual interviews with those responsible for the public programs.





Visit the micro territories to identify the community infrastructure available.



10 Gather information with the potential and target population.



Include actions that are proper to the coordinating agency for attending to the risk factors.



Include actions that are proper to the local government for attending to child labour with an approach of restitution of rights and assistance to children who work in the streets.





Lessons learned

- Initiate the intervention design process with the institutional resources available. If a coordination space is not yet installed, advance a draft for further validation.
- Include in the intervention a specific action line for attending to girls, although risk factors indicate that the greatest risk is for boys and adolescents.



 Give the relevant time and ensure that the chosen coordination space executes its constitution and organization processes necessary for its proper operation.



 According to the available resources, prioritize the intervention areas and escalate the intervention.



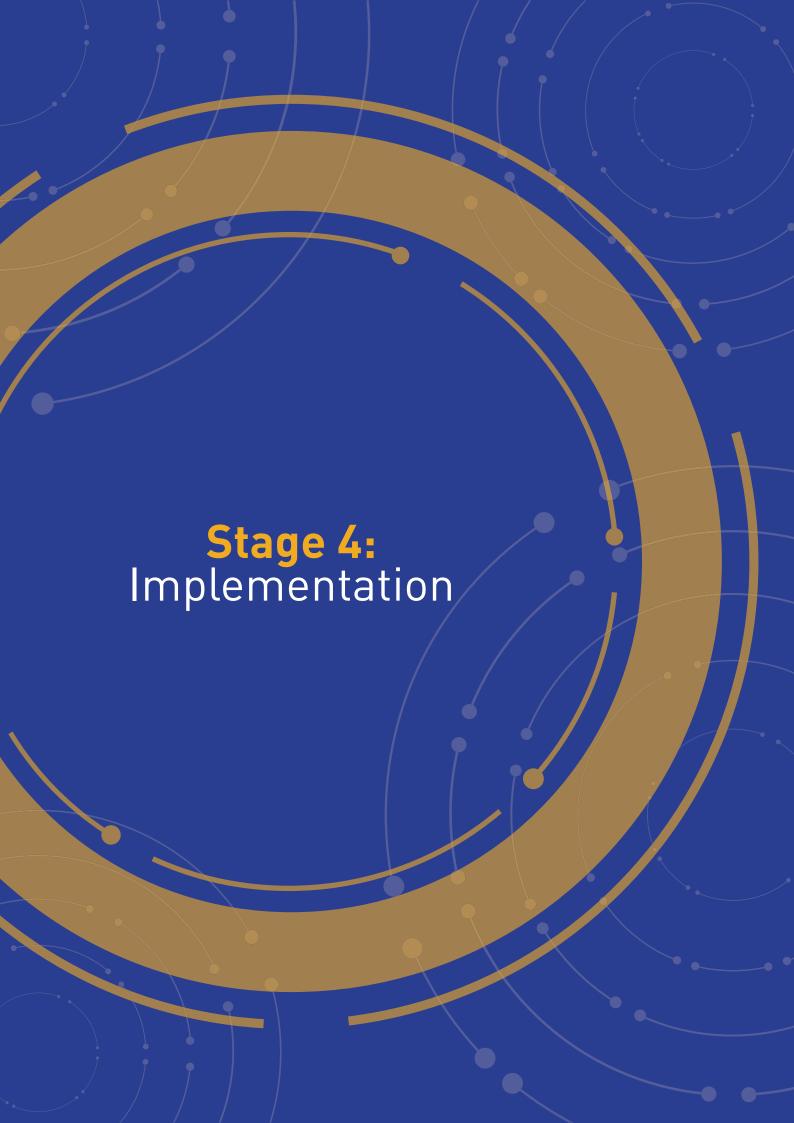
Include within the specific lines of action of the intervention the other efforts that the local government is already executing at the moment. In the case of Tuxtla Gutiérrez, an emblematic project of a workshop for the attention of children and adolescents in child labour situations was included.



Gathering information on beneficiaries is a process that requires technical expertise and available human resources. If you do not have this you can establish alliances with third parties to do it.







once the local intervention is validated and there is feedback from the different instances of the CITI, the municipality of Tuxtla Gutiérrez initiated the implementation stage.

In an ideal situation, the design of the coordination platform should allow the local government to be the leader of the process.



Lessons learned

- The previous experience of local governments addressing the issue of child labour influences their position in relation to the new intervention. In the case of Tuxtla Gutiérrez, the officials interviewed understood an intervention focused on the restitution of rights, that is, focused on withdrawal actions and/or protection measures when relevant. The same happened with state and federal officials
- Even if it is a municipal intervention, it is essential to involve the other government levels, since it is they who generally have more human and economic resources
- To achieve the previous point, there are already multiple coordination spaces in the different government levels that can be used as a platform to coordinate and follow up on the local proposal to accelerate the reduction of the risk of child and adolescent labour. The municipal government level has little previous experience in effective coordination with the other government levels, so the chosen coordination space must have a design that strengthens the central role of the local government. In an ideal situation, the design of the coordination platform should allow the local government to be the leader of the process, while receiving substantial support from the other government.





t is considered that CLRISK is a model that provides a way of action in contexts of budgetary restriction, as it allows articulating existing public policies, programs, strategies or interventions that already have resources for the attention of children and adolescents at risk and/or in a situation of child labour.

In this sense, the local proposal designed under this approach has a more systemic nature,

because, in addition to implementing a new intervention if necessary, it should seek to improve the processes of implementation of existing interventions (identification and registration of beneficiaries, for example), which will result in an improvement to the permanent institutional response to prevent and eradicate child labour.



that already have resources for the attention of children and adolescents at risk and/or in a situation of child labour.



Annex 1.

Checklist of information sources to review for mapping the offer of public programs that address factors associated with child labour

FOR THE DUTIES AND ATTRIBUTIONS:

- Political Constitutions
- Organic laws
- Internal regulations
- Specific laws and regulations for attending to children and adolescents

Two criteria are reviewed:

- Specific competences and powers on matters of child labour: and
- 2. Competences and powers to attend to identified associated factors in the stage of characterization. It is recommended to search for all the existing government levels (federal, regional, local).

At the time of analysing the information it is important to focus in identifying for each associated factor who has the powers to execute an intervention that assists them or to coordinate actions on social development matters.

FOR THE PROGRAMS:

- Inventories of social programs developed by third persons
- Basic information about the social programs

for the general public, usually available at the website of the entity where name, necessary requirements, scope are included

- Operation rules
- Budget documents
- Monitoring and follow-up documents of the social programs that account for the coverage indicators
- Government plans and programs
- Beneficiary lists

The most important aspect to consider in the analysis is to identify the possibilities of the program to be included in a coordinated intervention to accelerate the reduction of the risk of child and adolescent labour. These possibilities are evaluated in terms of the possibility of inclusion of new beneficiaries or of modification of inclusion criteria, for example.

FOR THE COORDINATION SPACES:

It is suggested to review the regulatory documents that support each coordination space aimed at generating proposals for attention and care to children and adolescents. There may or may not be specific spaces to prevent and eradicate child and adolescent labour. It is important to identify which are the public entities that execute managerial roles in the spaces and to carry out an analysis of their capacity and will to support a preventive intervention.

Annex 2.

Proposal of questions to integrate the semi-structured interview guide for public officials/interviewees in the mapping

- Explain in detail which is the definition of child labour that is being used for the intervention design.
- Confirm the main characteristics of the programs identified in the documentary review (are they operating, purpose, target population, annual goal, requirements to access it).
- Ask for work plans or initiatives that will soon be implemented.
- Ask about past experiences and participations in initiatives related with the prevention and eradication of child labour. Ask about the lessons learned in these. Request an interview with personnel who has participated to learn more details about their operation.

- Ask if it is possible to have registers, lists of beneficiaries of the selected programs.
- Ask about the possibilities of inclusion of new beneficiaries in the selected programs.
- Ask about the possibilities of horizontal (same government level) and vertical (different government levels) coordination for the implementation of their programs.
- Ask about their participation in the different coordination spaces identified.



Annex 3.

Sample text for a Memorandum of Understanding

MEMORANDUM OF UNDERSTANDING BETWEEN THE INTERNATIONAL LABOUR ORGANIZATION AND THE MUNICIPALITY OF TUXTLA GUTIÉRREZ IN THE STATE OF CHIAPAS

Considering that the International Labour Organization -represented by the International Labour Office (The ILO) - and the Municipality of Tuxtla Gutiérrez (The Municipality) held a meeting last ---- at the City Hall offices where the Results of Phase I of the Model Project for the Identification of Child Labour Risk, a tool that seeks to support the design and implementation of local preventive policies for child labour, especially that of a dangerous nature.

That as a result of this meeting, the Municipality has expressed its interest in participating in the demonstrative experience of implementing Phase II, with the technical assistance of the ILO, which will accompany the local process of designing and implementing preventive public policies for child and adolescent labour, especially that of a dangerous nature.

The city of Tuxtla Gutiérrez will be the first territory in Latin America and the Caribbean where this phase will be implemented. The lessons learned from this process will serve to improve intervention in other municipalities in the region, where Phase II of the Child Labour Risk Identification Model will be implemented, supported by the Regional Initiative Latin America and the Caribbean Free of Child Labour (IR-acronym in Spanish), a tripartite platform with 30 member countries, the Technical Secretariat of which is performed by the ILO.

The technical cooperation between the ILO and the Municipality must be based on the principles and rights at work included in the eight Fundamental ILO Conventions ratified by the Mexican State.

The ILO and the Municipality agree to join efforts for the implementation of Phase II of the Implementation of the Model, which corresponds to the identification, design and/or adjustment of multi-sectoral interventions in the territory to strengthen preventive services for protection against child labour and reduce the risks of exposure to child labour of children, adolescents, families and communities, and for this they agree:

1. Roles and responsibilities

- 1.1 The ILO will provide technical assistance for the implementation of Phase II of the implementation of the Child Labour Risk Identification Model and for that purpose it will make available a team of consultants.
- 1.2 The ILO will provide technical assistance to strengthen the capacities of Municipality officials by transferring the methodologies that will be implemented for the diagnosis of the situation of child labour and the mapping of services, as well as related issues.
- 1.3 The ILO will share good practices and lessons learned in other countries that contribute to the objective of developing local responses of prevention and eradication of child labour and labour protection.
- 1.4 The ILO will strengthen strategic alliances amongst other institutions (Ministry of Labour and Social Welfare, Secretariat of Social Welfare, employers' organizations, workers' organizations and non-governmental organizations) that contribute to the process that will be carried out in the Municipality.

- 1.5 The Municipality will contribute to the physical, technical and institutional capacity to convene and carry out the investigations, meetings, interviews, workshops and other events or actions necessary for the gathering of information.
- 1.6 The Municipality will socialize and share the actions carried out within the framework of Phase II of the implementation of the Model with the State Inter-secretarial Commission for the Prevention and Eradication of Child Labour and the Protection of Working-Age Adolescents in Mexico (CITI) and, in particular, with the Federal Ministry of Labour and Social Welfare and the Ministry of Labour of the Government of the State of Chiapas.
- 1.7 The Municipality will provide the ILO with information related to policies, programs and preventive services to protect against child labour and reduce the risks of exposure of children, adolescents, families and communities.
- 1.8 The Municipality will share the good practices carried out with other municipalities of the State of Chiapas and/ or with other Federal Entities of Mexico regarding prevention and eradication of child labour.
- 1.9 The Municipality will assign a focal point for coordination with the ILO and especially with the consulting team. It will also facilitate the access of ILO officials and consultants to relevant Municipal meetings.
- 1.10 The Municipality will institutionally accompany the consultants in gathering information on policies, programs and preventive services for protection against child labour with federal and state agencies.
- 1.11 The Municipality will develop, together with the ILO, municipal policy instruments for the prevention and eradication of child labour (protocol, strategy, actions, etc.) that include a planned source of funding for pilot care of preventive cases in child

- labour situations and a proposal for monitoring their implementation.
- 1.12 The Municipality will consider within its public policies and budget, as well as in its work plans and social action programs, the results obtained from the implementation of Phase II of the Child Labour Risk Identification Model.

2. Effective date

2.1 This Memorandum of Understanding shall become effective on the day of its signature by the parties and shall be valid until the day ----, unless it is deemed extended or terminated at an earlier date in accordance with the terms of the Memorandum itself

3. Rules and procedures

- 3.1 All activities that a party performs under this Memorandum shall conform to the rules and procedures of this part. In addition, the Municipality will be governed by its own regulations and will comply with all laws and regulations that apply to this part.
- 3.2 All activities carried out by the ILO, under this Memorandum, will be subject exclusively to the internal and external audit procedures provided for in the ILO regulations, rules and financial directives.
- 3.3 Unless otherwise stated in the Memorandum, the contributions that one party decides to deliver to the other, in cash or in kind, will be granted without charge to the other party. In particular, the fees, costs or expenses incurred or related to the municipality will not be charged to the ILO. The ILO will not assume any responsibility that exceeds the funding it may have received to carry out a specific activity.

4. Acknowledgement and publicity

4.1 The ILO will publicly report all contributions made in compliance with

this Memorandum in accordance with its rules and regulations.

- 4.2 The Municipality may refer to its collaboration with the ILO in its internal documents, such as those to be presented at meetings of its internal structures or audit reports. They must request and receive prior written authorization from the ILO for all other publicity related to their collaboration with ILO.
- 4.3 In all cases in which their collaboration is recognized and made public, the parties will use a neutral language that accurately reflects the actual contribution of each of them. Expressions such as "with the help of", "in collaboration with" or "with the technical support of" may be appropriate. The parties shall avoid any reference that may indicate that the ILO endorses the municipality, as an "official" or "selected" or "sponsor" partner of the ILO.

5. Use of denominations and logos

- 5.1 The parties will not use, without specific written authorization from the other party, the denominations of the other party or its entities or subsidiaries, the abbreviations or acronyms of said denominations, or the emblem, logo or other identifiers containing those denominations or acronyms and/or enjoy legal protection. The provisions of this paragraph do not affect the right of a party to refer to another party in its acknowledgments and authorized advertising in accordance with the provisions of the preceding section ("Acknowledgement and Publicity").
- 5.2 Upon prior written request of the Municipality, the ILO may authorize in writing the reproduction of its logo or other identifiers in accordance with the terms and conditions that apply, in support of its objectives, policies and activities. The ILO may not authorize the use of its logo or other identifiers when it can be perceived in the sense that the Organization endorses a specific entity, its policies, activities, publications or products.

6. Intellectual property

- 6.1 All intellectual property rights, including patents, copyrights, drawings, models and registered trademarks, linked to any material that has been created under this Memorandum even those by the Municipality for the purpose of fulfilling its obligations or as a result of these, ("Memorandum material") will belong to the ILO. This includes publications of the rapid evaluation results document for the characterization of child labour in the city of Tuxtla; document of results of the mapping of programs and social services; process systematization document.
- 6.2 In the event that the Municipality needs to use material from the Memorandum, the ILO will grant, upon written request from them, a permanent, irrevocable, free, non-exclusive and non-transferable license to use the material of the agreement for the purposes of the present Memorandum. This license will not include the right of exploitation of the agreement material by the Municipality for commercial purposes.
- 6.3 This section does not affect the ownership of pre-existing intellectual property rights at the effective date of this Memorandum or generated by means outside the fulfilment of the obligations arising therefrom ("existing intellectual property"). However, the Municipality will grant the ILO a permanent, irrevocable, free, non-exclusive license (including the right to grant a subsidiary license) to use, reproduce, adapt, publish, distribute and publicly communicate any existing intellectual property to the effects of this Memorandum to the extent that it is included in any material created under this agreement.

7. Assignment

7.1 The parties will not assign, transfer, promise or otherwise dispose of, in whole or in part, this Memorandum or the rights, claims or obligations arising therefrom, unless with the prior written consent of the other party. No assignment, transfer, promise or other act of disposition that

is not authorized, and no attempt in that regard, shall be binding.

8. Declaration and ethical conduct

- 8.1 The Municipality declares and guarantees that no aspect of its governance or its operational activities, nor those of its subsidiaries, is incompatible with the values of the ILO, with the respect for the constitutional mandate and its principles, or with the principles internationally recognized on human rights, the environment and the fight against corruption.
- 8.2 No offer, gift, payment, consideration or benefit of any kind will be made, promised, sought or accepted (directly or indirectly), either as an incentive or reward in relation to the activities carried out under this agreement, the granting of which constitutes an illegal, corrupt or fraudulent practice. Each party is expected to, if appropriate, inform the other party of any of those practices. Each party shall ensure that all contractors participating in the performance of the activities covered by this agreement comply with the most rigorous ethical standards in the execution of contracts. The parties agree that any violation of this provision amounts to a violation of an essential clause of this Memorandum.
- 8.3 The Parties guarantee that at the time of signing this Memorandum there are no conflicts of interest as a result of compliance with the obligations under this Memorandum. In particular, the Municipality guarantees that it has no commercial interests that can significantly affect collaborative activities or their results, or operate in a manner contrary to the interests of the ILO.
- 8.4 If a conflict of interest arises or seems probable during the period of validity of this Memorandum, the Municipality:
 - a. Will notify this immediately to the ILO;
 - b. Will communicate in full all relevant

- information related to the conflict;
- c. Will take the measures reasonably required by the ILO to resolve the conflict or treat it in another way.

9. Modifications and termination

- 9.1 This Memorandum may be modified only by written agreement signed by the authorized representatives of the parties.
- 9.2 Either party may terminate this Memorandum upon written notice to the other party thirty (30) days in advance.
- 9.3 In case of termination, the parties:
 - a. Shall take immediate measures to terminate in an orderly manner the execution of any obligation contracted under the Memorandum.
 - b. Immediately after the termination notice has been sent by one party and received by another, they will cease to use the denomination or logo of the other party and cease any advertising that may have been authorized under the Memorandum;
 - c. They will return to the other party (or at the request of the same, destroy) all copies of the material of the latter that, in their case, they may have in their possession or under their control, in addition to any other good they have received from and/or that belongs to it.
- 9.4 Sections 4 (Acknowledgement and Publicity), 5 (Use of Denominations and Logos) and 6 (Intellectual Property) will subsist after the extinction or termination of this agreement.

10. Resolution of controversies

10.1 The parties will make every effort to resolve in a friendly manner any dispute, controversy or claim arising out of this Memorandum. If the parties wish to reach a friendly settlement through conciliation, it will take place in accordance with

- the Conciliation Rules of the United Nations Commission for International Commercial Law (UNCITRAL).
- 10.2 Any dispute, controversy or claim that arises between the parties of this Memorandum and cannot be resolved amicably in accordance with the provisions of the preceding paragraph within the term of sixty (60) days from the date on which one of the parties receives a written request for a friendly resolution from the other, it will be settled by arbitration at the request of either party in accordance with the UNCITRAL Arbitration Rules (United Nations Commission for International Commercial Law) in force at that time. The parties will be bound by the consequent arbitration award, which will definitively resolve said litigation, controversy or claim.

11. Privileges and immunities

- 11.1 No provision of this Memorandum and no act relating to it may be construed to imply a waiver of the privileges and immunities of the International Labour Organization.
- 11.2 IN WITNESS WHEREOF, the authorized representatives of the parties sign this Memorandum, in Spanish, in two equal copies, on the ____ day of the month of ____, del___, in the city of Tuxtla Gutiérrez, Chiapas. If this Memorandum is translated into another language, the Spanish version will prevail over the others.

For ILO For the Municipality





For more information, please visit:

Regional Initiative Latin America and the Caribbean free of child labour www.iniciativa2025alc.org iniciativaregional@ilo.org

International Labour Organization (ILO) www.ilo.org/childlabour sirti_oit@ilo.org



MINISTERIO DE ASUNTOS EXTERIORES, UNIÓN EUROPEA Y COOPERACIÓN







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