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Regional Initiative
Latin America and the Caribbean
Free of Child Labour

GOOD PRACTICES TO END CHILD LABOUR

Where are they? Who are they?: Model for the territorialization of public policies of child labour prevention

Child Labour Risk Identification Model (CLRISK)



Country
Colombia



Creation year and validity

The development of the Child Labour Risk Identification Model (CLRISK) in Colombia began in May of 2017, after carrying out a training workshop on the

models implemented in countries of Latin America and the Caribbean, organized by ILO and ECLAC. It is a new model and is in effect.



Responsible institution(s)

The national policy against child labour is developed in Colombia in concert with government institutions, employers' and workers' organizations,

integrated into the Inter-institutional Committee for the Prevention and Eradication of Child Labour (CIETI). In this instance, the actions to be taken to overcome child labour in the country are periodically established.

In accordance with their competences, the entities contribute in a particular way in different aspects of the problem. In the case of the adaptation and implementation of the CLRISK, the following were articulated:



Child Labour and
Information and
Communications Technology

Within the framework of the Regional Initiative for Latin America and the Caribbean Free of Child Labour, eight factors have been prioritized with the potential to accelerate the rate of reduction in child labour and advance towards the achievement of target 8.7 of the SDGs.

As social challenges continue, the differential value of the use of Information and Communication Technologies (ICT), to innovate in actions aimed at development and social inclusion in the countries, grows. ICTs can improve and make more effective the responses of governments and organizations for the fulfillment of fundamental rights. Therefore, they have the potential to reduce gaps in education, economy, health, work, etc. They help to produce and process, organize and analyze information in a cost-efficient way to make evidence-based policy decisions and subsequently assess them.

- **Ministry of Labour.** Leader of the national policy for the prevention and eradication of child labour. It chairs the CIETI and participates, according to its competences, in the different instances that carry out activities to help tackle child labour in the country. For the implementation of the CLRISK, it coordinates its participation with the National Planning Department.
- **National Planning Department (DNP).** It is the entity of the national order responsible for the coordination, articulation and support of the short, medium and long-term planning of the country, and guides the cycle of public policies and the prioritization of investment resources. It has assumed the technical development and implementation of CLRISK at the national level.
- **Colombian Institute of Family Wellbeing (ICBF).** Responsible for the prevention and comprehensive protection of early childhood, childhood and adolescence and the well-being of families in the country. It contributes, in the context of the CLRISK, to the targeting of actions towards vulnerable families that tie their sons and daughters, under 18 years of age, to child labour.
- **National Statistics Administrative Department (DANE).** It is responsible for periodically carrying out the corresponding measurements for calculating child labour rates in Colombia, and providing the related databases through the child labour module, which is part of the Great Integrated Household Survey (GEIH).



Background

In order to contribute to the countries, through tools that contribute to the design and implementation of preventive strategies for child labour, the ILO and ECLAC carried out a strategic alliance for the design and implementation of the CLRISK. The development was carried out within the framework of the Regional Initiative Latin America and the Caribbean Free of Child Labour, a tripartite regional platform for cooperation aligned with the 2030 Agenda, made up of government representatives from 30 countries and regional representatives of employers' and workers' organizations.



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The CLRISK is a statistical tool that provides information and evidence for making inter-sectoral and inter-institutional political decisions, aimed at accelerating the eradication of child labour, favouring the preventive approach. It is configured as an identification and targeting tool.

The design raises two phases for its application. The first establishes three key steps:

- Step 1** Identification of the factors associated with child labour.
- Step 2** Development of the model based on the child labour surveys and the selection of variables.
- Step 3** Application of the model in the System of Beneficiaries (SISBEN) and creation of risk maps.

Having constructed the index of vulnerability, as established in step 3, a second phase is laid out with the following new steps:

- Step 4** Territorial characterization by risk level.
- Step 5** Design of the local response to face the risk.
- Step 6** Validation and adoption of the local response.
- Step 7** Implementation and follow-up of the local response.
- Step 8** Report on results and improvement proposal.

The implementation of CLRISK has been carried out in ten countries¹, including Colombia. This country considered the practice promoted by the Regional Initiative relevant, in the framework of a meeting of the CIETI technical team, and took it into account to develop an adaptation to its national conditions. The practice was integrated into the national policy for the prevention and eradication of child labour, which has been developed steadily since the early 1990s.

Oriented through various public policy instruments, such as action plans, strategies or policy line, actions in the measurement and characterization of child labour have been consolidated over time, in the direct targeting of vulnerable populations whose sons and daughters under 18 years old are linked to prohibited work, in the adoption of regulations that harmonize the national legislative body to the international body and in the establishment of control mechanisms to ensure that public authorities adopt the measures required to overcome child labour in the national context, among others. Currently, the policy is expressed in the Public Policy Line for the Prevention and Eradication of Child Labour and the Comprehensive Protection of Adolescent Workers 2018-2027².

Incorporating the CLRISK into the work of the policy against child labour in Colombia allows for a more accurate and effective targeting of preventive action towards families at risk of binding their sons and daughters to child labour.



Issue we proposed to address

Periodically, DANE measures the magnitude and trend of child labour in Colombia. Measurements have been made through various instruments such as modules on child labour included in the household surveys, in-depth surveys and questions introduced in the Census.

The measurement carried out through the child labour module, applied in 2018, in the Large Integrated Household Survey (GEIH), indicated that the child labour rate amounted to 5.9%, which represented a total of 644,494 girls, boys and adolescents working, in the range between 5 and 17 years. The rate reflects the participation of people, in the aforementioned range, in the process of production of goods and services that met the following conditions:

- They worked at least one hour in exchange for monetary or in-kind income, or at least one hour without being paid as an unpaid family worker or an unpaid worker in companies or businesses of other households.

- They did not work in the referenced week due to vacations, leave, etc., but they had a job or business, or were linked to any production process and with certainty, after the absence, they will return to work.

Regarding the variables of geographic domain, sex and age ranges, a higher incidence of child labour was observed in the population aged 15 to 17 years old (16.7%) and in the population living in populated centres and dispersed rural areas (12%). Likewise, a higher participation of work was identified in males between 5 and 17 years old (69%). It should be noted, however, that this last rate does not reflect the participation of girls in housework for more than eight hours a week, an occupation in which they are mostly concentrated.

Although child labour in Colombia has been showing a decreasing trend over the years, with a progressive reduction in the rate from 16% in 2005 to 5.9% in 2018, there is still a significant number of children and adolescents in prohibited jobs. The targeting of this population group to achieve the restitution of their rights is a challenge that the country faces and to which it intends to respond through the implementation of the CLRISK, articulated with other tools and methodologies.

1 The nine countries of the region that implement CLRISK are: Argentina, Brazil, Chile, Colombia, Costa Rica, Guatemala, Jamaica, Mexico, Paraguay and Peru.

2 See: https://www.mintrabajo.gov.co/documents/20147/58804143/Politica+publica+pdf_version+final_02042018.pdf



Objectives of the practice

For Colombia, the CLRISK aims to identify the municipalities with the greatest probabilities of child labour, as well as the estimate of the weights of the various risk indicators at local level, with the purpose of defining relevant cross-cutting actions to mitigate and reduce child labour.

Colombia adopts the implementation of the CLRISK to refine the estimate of the risk of child labour at the territorial level and achieve a more effective attention to the problem. Based on the use of statistical information available at the national level, it lays out an identification down to the municipal level.



Methodology developed

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The development of the MIRTl has been carried out in four stages: 1) the identification of the factors associated with child labour, 2) the estimate of the determinants of child labour (logistic model), 3) the application of the coefficients of the model to the SISBEN and 4) the characterization at the municipal level.

Stage 1

Identification of factors associated with child labour

In order to identify the factors associated with child labour, Colombia sought the opinion of experts and a review of secondary sources. For the consultation of experts, a workshop was held in which the Ministry of Labour, ICBF, DNP, DANE and Social Prosperity participated. The experts considered the adoption of CLRISK in Colombia relevant; on the one hand, because the previous use of predictor models in the country had already shown its usefulness, and

on the other, because its application would allow the validation of the results obtained with those already applied. Another aspect that was considered was the existence of a favourable environment for implementation. This is because the country has a set of statistical information that is required for the implementation of the Model. It was also valued that there is currently a group of leading entities at the national level committed to the policy of prevention and eradication of child labour, such as the Ministry of Labour, ICBF, DANE, DNP and Social Prosperity, which is favourable for the development of the Model.

The review of secondary sources complemented the contribution of the experts. Studies such as Bernal and Cardenas (2006); Muñoz V. (2014); Pedraza and Ribero (2006) and Urueña et al. (2009) documented approximate statistical methods on the factors associated with child labour and provided a basis for the establishment of the factors to be taken into account today. Among the factors that were preliminarily identified are:

- **Characteristics of the child or adolescent:** age, gender and ethnic group (if possible).
- **Characteristics of fathers and mothers and/or heads of household:** education, age (to capture a life cycle effect) and gender.
- **Characteristics of the household:** size and composition and occupancy rate of the adults in the household (including the head of the household).

Stage 2 Estimate of the determinants of child labour

To establish the correlation between certain variables and their ability to predict child labour, an analysis was carried out taking into account probabilistic models already used in Colombia, such as the Logistic Regression models and the Probit models.

For this phase, the GEIH was taken into account as a source of information; on the one hand, because it allowed working with estimates of child labour from the national level, necessary for the construction of the logistic model; and on the other, because it offered possibilities for replicating the model at the municipal level, due to the level of disaggregation that the instrument allowed. Specifically, the information was extracted from the GEIH Child Labour Module applied in 2016.

The variables analysed as predictors of child labour from the survey were grouped into three categories:

- **Characteristics of the child or adolescents:** age, sex, school attendance, school backwardness, health affiliation and position of the child within the home.
- **Characteristics of the home and dwelling:** number of children or adolescents in the household, number of years of education of the head of the household, illiteracy of the head of the household, activity of the head of the household, informal work condition and type of household.
- **Territory:** class.

The analyses indicated a greater risk of child labour with the following behaviour of the variables: older age, greater number of boys, girls or adolescents in the home, first-born condition, less years of education of the head of household, school absence, absence of affiliation to the health system or affiliation to the subsidized regime (indicator factor of monetary poverty), non-active participation of heads of household in the labour market, illiteracy, informal employment and inadequate housing. It was also established that the condition of male had a greater risk of being linked to child labour, however, it is observed that the measurement does not include the involvement of underage women in housework, an activity in which they participate mostly compared to underage men.

Based on the previous information, the model to estimate was established:

Child labour = Age + Sex + Number of children in the household + Position of the child in the household + Years of education of the head of household + School attendance + Lagging behind in school + Affiliation to health + Activity of the head of household + Illiteracy household members + Informal employment head of household + Inadequate housing + Household type 1 + Household type 2 + Residence area.

Likewise, the capacity of the variables as predictors of child labour was established, verifying that they are 99% significant. Once the variables were identified, a logistic regression model was estimated, initially with the information from the GEIH aggregated at the national level, then with the information from the departmental level.

Stage 3 Application of the model coefficients to the SISBEN survey

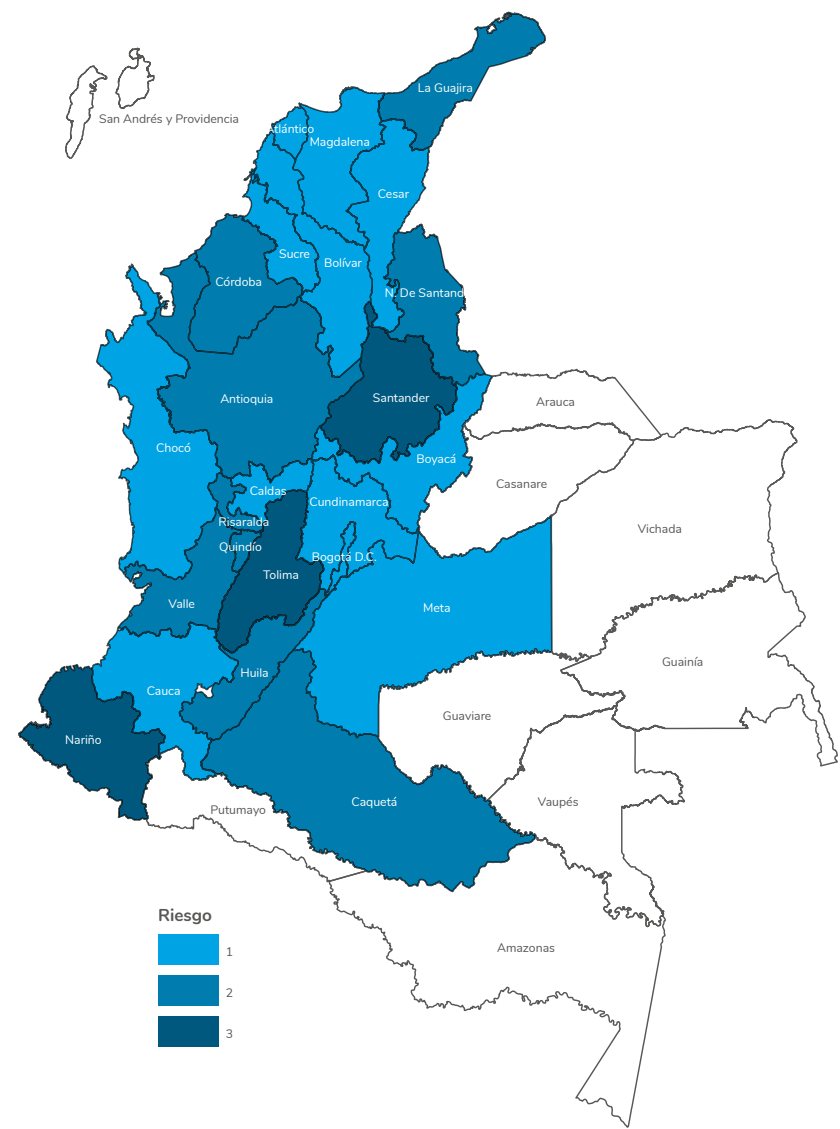
SISBEN is the system for identifying potential beneficiaries of social programs and includes information on 72% of the population between 5 and 17 years old at the national level, distributed in 23 departments, 1,046 municipalities and Bogota as the Capital District. Based on the system, the application of the coefficients of the Model was carried out, obtaining information on the coefficients at the departmental level.

The application of the model to all the information from the SISBEN survey allowed obtaining a database with the identification and location of the children and adolescents with their respective probability of being working. The database can be used by national entities, departmental governments and municipal governments to analyse the child labour situation in each territory.

Stage 4 Characterization

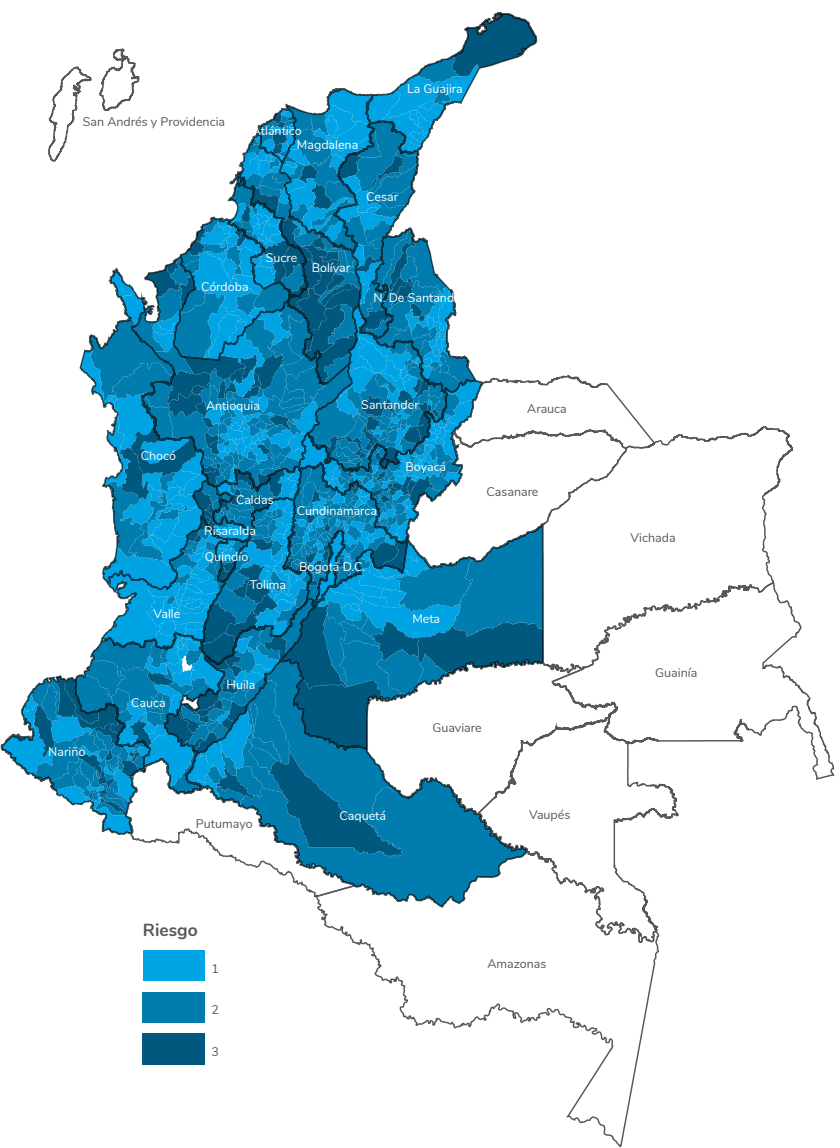
Based on the application of the Model to the information available in the SISBEN survey, three risk groups for child labour were established: low, medium and high to characterize the situation in Colombia. The mapping at the departmental level (Map 1) and municipal (Map 2) shows the following images, with low risk green, medium risk yellow and high risk red.

MAP 1.
Child labour risk levels by department - Colombia



Source: CLIRISK – DNP - ILO

MAP 2.
Child labour risk levels by municipalities - Colombia



Source: CLIRISK – DNP - ILO

The projections of Colombia for the development of the following stages anticipated in the CLRISK are:

Stage 5

In order to constitute the basis for the design of the local response to face the risk, the Colombian government established in the National Development Plan - PND (2018-2022) the use of targeting tools such as CLRISK. In this way, the identification of risks is established as the source of information for the design of policies for the eradication of vulnerabilities in children and adolescents at the territorial level.

Stage 6

Regarding the validation and adoption of the local response, it is expected that the Ministry of Labour will adopt the MIRTl as a targeting tool for its subsequent incorporation into the Integrated Information System for the Identification, Registration and Characterization of Child Labour and its Worst Forms (SIRITI).

Stage 7

Once the disaggregated vulnerabilities have been identified at the municipal level, anonymized databases will be delivered to the local leaders to articulate the care mechanisms, as well as the design of plans and projects to eradicate child labour and associated variables.

Stage 8

The development of a periodic evaluation process that provides feedback on the actions and measures adopted at the local and national levels will be established.



Expected results

Based on the 2018-2022 National Development Plan (PND), Pact for Colombia, Pact for Equity, Pact III, Line A, the importance of using models to anticipate violations was located, not only for child labour but for others such as violence (physical, sexual and psychological), malnutrition, pregnancy, conflict with the law, etc.

The commitment of the PND is to demonstrate the interrelation of the different violations and seek to concur the comprehensive care established in public policies and the social offer in a structural way, within the framework of what the PND calls the Subsystem for the Protection of Rights.

Among other instruments derived from the process, there is the construction of a budget targeting guideline for the national and territorial governments, the Family Compensation Funds and civil society. Likewise, the identification of the budgetary needs for the comprehensive development of girls, boys and adolescents.

The application of the tool is laid out at the national level. For its implementation, it is proposed, initially, the development of pilot interventions in a sample of municipalities in the country.



Economic, human resources and inputs required

The development of the practice requires the assistance of the technical teams of the Ministry of Labour and DNP with the accompaniment of professionals from the ICBF.

Although it is a process, the cost of which tends to zero given that the inputs for its realization are already in the entities, it requires above all the will and political commitment of local leaders to carry out the implementation of the Model in the territory.

It is expected that the Ministry of Labour will adopt the MIRTl as a targeting tool for its subsequent incorporation into the Integrated Information System for the Identification, Registration and Characterization of Child Labour and its Worst Forms (SIRITI).



Criteria that identify it as a good practice



Innovation

The application of the CLRISK is considered novel to the extent that with a cost close to zero, a group of minors at risk of child labour are identified through available inputs in the countries (official statistics) and in a georeferenced manner. This in a disaggregated manner and with a precision that allows pin-pointing the cases even by street blocks of the different municipalities registered in the database.



Relevance

This practice contributes to the fulfilment of target 8.7 of the Sustainable Development Goals (SDG) regarding “Adopt immediate and effective measures to eradicate forced labour, put an end to contemporary forms of slavery and human trafficking, and ensure the prohibition and elimination of the worst forms of child labour, including the recruitment and use of child soldiers, and, by 2025, end child labour in all its forms.”



Effectiveness

Applying the practice contributes through its execution to achieve the expected results.



Efficiency

Current resources are favourable given that there are inputs and technical personnel for the application of the practice, no additional capital is necessary for the implementation or development of the CLRISK. The costs may come from promoting the model and training those directly responsible for regional public policy for its interpretation.



Replicability

The practice is completely replicable and can expand its field of action to other vulnerabilities in both minors and adults, such as domestic violence or sexual exploitation. All of this would occur through a reconfiguration of the statistical model with new variables associated with the phenomena.



Sustainability

The aspects that make the practice sustainable are linked to the fact that this tool is database.



Transfer of the practice among the countries

The advances that have been made in this regard are linked to the management of the ILO and ECLAC, since Colombia is one of the pilot countries in which the Model has been applied, which is why it considers it relevant to share the experience with the other countries that implement the tool.





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