

INTERNATIONAL CONFERENCE OF LABOUR STATISTICIANS (ICLS) RESOLUTION CONCERNING CHILD LABOUR STATISTICS

I. Introduction

One of the several resolutions adopted in the recently concluded 18th ICLS is on child labor statistics. The resolution intends to set standards for the collection, compilation and analysis of child labor statistics among countries which will be helpful in assessing its nature and extent, and in using it as basis for intervention programmes, law-making, and policies geared towards its abolition.

As resolutions passed by the ICLS are non-binding instruments whose purpose is to provide guidelines to

countries wishing to develop or revise their national labor statistics program, this statistical material presents the salient features of the resolution concerning child labor statistics to guide future work in the development of child labor statistics in the Philippines. As national concepts and definitions for statistical measurement should take into account the country's needs and circumstances, pertinent provisions of Philippine laws were quoted as they apply in relevant sections of the resolution.

II. Concepts and Definitions

The statistical measurement framework for child labor is structured around two main elements, namely: (i) the **age of the child**; and (ii) the **productive activities by the child** including their nature and the conditions under which these are performed, and the duration of engagement by the child in such activities.

The target population for measuring child labor for the purpose of the ICLS resolution comprises all persons in the age group 5 to 17 years.

The 18th ICLS decided to use the term "children in productive activities" to replace "working children" to avoid confusion with the term "child labour"

when using languages other than English. They are comprised of **children in employment** and **children in other productive activities**, the former being those engaged in any activity falling within the production boundary in the System of National Accounts (SNA)¹ for at least one hour during the reference period (including those aged 12 to 14 years in permissible light work and adolescents aged 15 to 17 years engaged in work not designated as one of the worst forms of child labour), and the latter, being those children who perform unpaid household services, commonly called "household chores".

¹ The general production boundary draws the line between non-economic and economic production, where the latter includes all activities "carried out under the control and responsibility of an institutional unit that uses inputs of labor, capital, and goods and services" of a kind that can be delivered or provided to other institutional units (SNA93: 6.24). In short, any activity implying human involvement or direction resulting in inputs capable of being exchanged. The SNA production boundary is more restrictive than the general one and delimits the range of productive economic activities which should be accounted for by GNP estimates. Activities excluded from this boundary are all household activities that produce personal or domestic services for own final consumption within the same household, except for services produced by employing paid domestic staff and the imputed rent on owner-occupied dwellings. (Invited paper submitted by Italy to the Conference of European Statisticians, 23 April 1999).

Child Labor

The term child labor reflects the engagement of children in prohibited work and, more generally, in types of work to be eliminated as socially or morally undesirable as guided by national legislation, the ILO Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), as well as their respective supplementing Recommendations (Nos. 146 and 190). Children engaged in child labor include all persons aged 5 to 17 years who, during a specified time period, were engaged in one or more of the following categories of activities: (a) worst forms of child labor; (b) employment below the minimum age; and (c) hazardous unpaid household services, applicable where the

Worst Forms of Child Labor

According to Article 3 of ILO Convention No. 182, the worst forms of child labour comprise: (a) all forms of slavery or practices similar to slavery; (b) the use, procuring or offering of a child for prostitution and (c) for illicit activities and; (d) the work which is likely to harm the health, safety, or morals of children. Moreover, in line with ILO Recommendation No. 190, the Philippine laws (RA 9231 and its Implementing Rules and Regulations) put forth additional stipulations which constitute "hazardous works of children" which, as the ICLS resolution suggests, should be used as a base for constructing statistical variables for the measurement of hazardous work by children. These constitute, among others, works that expose the child to physical, emotional, and sexual danger

Employment below minimum age

This includes any work that is carried out by a child who is below the minimum age specified for the kind of work performed. Article 2 of ILO Convention No. 138 stipulates that the minimum age for admission for employment or work should be not less than 15 years. In accordance with Article 7 of ILO Convention No. 138, children in

general production boundary is used as the measurement framework. (See **Annex** for the schematic presentation of the statistical identification procedure for child labor). It is also imperative to use general production boundary as a basis in measuring child labour in order to facilitate comparison of child labour data across countries. Using this as a basis, a child may be considered to be in child labour when the total number of hours worked exceeds the thresholds that may be set for national statistical purposes (e.g., no more than 20 hours a week for children below 15 years old, and no more than 40 hours per week for those aged 15 to below 18 years, as stipulated in Section 15 of Department Order No. 65-04).

such as the use of explosives and dangerous machinery and equipment as well as the work which degrades or demeans the intrinsic worth and dignity of the child as a human being. Efforts should be made to gather as much information as possible on the actual tasks performed by the child in order to determine whether or not the work is hazardous.

A child is considered to be working *long hours of work* if the number of hours actually worked at all jobs during the reference period is above a specified threshold (e.g., no more than 20 hours a week for a child below 15 years old and no more than 40 hours a week for a child 15 years old but below 18 years old, as stipulated in Section 15 of D.O. No. 65-04).

particular age groups are permitted to engage in "light work" as this is deemed not to be harmful to the children's health or development and may even be beneficial on their part. Therefore, such work **should be excluded from the definition of child labour**. Similarly, under the Philippine laws, specifically Section 7 of D.O. No. 65-04, a child

below 15 years old can be employed provided that the child works under the sole responsibility of his/her parents or guardian and that the child's employment or participation in public entertainment or information is essential. Such employment, however, shall be under certain conditions such as appropriate number of hours in accordance with Section 15; provision of mandatory elementary or secondary education for the child; safety of the child's life, health, morals, and normal development; and securing a work permit for the child from Department of Labor and Employment in accordance with Sections 8-12 of the Rules.

In determining the hours threshold for *permissible light work*, national statistical offices should take into consideration national legislation or, in their absence, use a cut-off point of 14 hours during the reference week, below which work can be considered permissible light work. It may also involve other criteria such as industries and occupations, in line with the conditions for light work set under national laws or regulations. In any case, permissible light work should exclude all activities considered to be hazardous for children.

Hazardous unpaid household services for children

These are services performed in one's own household corresponding to those defined as hazardous, one of which pertains to unpaid household services for long hours. The definition of long hours in this kind of services is

relative to the age of the child and may differ from the one applied in respect to children in employment. The effect on a child's education should also be considered when determining what constitutes long hours.

III. Data Collection

The data collection methods can be quantitative, qualitative or a combination of both, depending on the objectives of the inquiry, the kind of information to be gathered, and the availability of resources. The principal methods for collecting reliable statistics on child labour are household-based surveys, establishment-based surveys, baseline surveys, and rapid assessment studies.

Supplementary data can be obtained from existing censuses and socio-economic surveys while data on children out of school can provide useful

information on children who may be engaged in child labour. Further, in accordance with ILO Recommendation No. 190 (Paragraph 5(3)), relevant data from administrative records concerning violations of national provisions for the prohibition and the elimination of worst forms of child labour should be compiled and kept up to date to supplement national child labour statistics. Labour inspection reports can also provide useful supplementary information as well as administrative records about recipient households in income transfer and social welfare programmes.

IV. Items of Data Collection

Important items of data collection for the purposes of an informed statistics-based analysis of child labour include: (i) age and sex; (ii) geographical distribution by major administrative divisions; (iii) school attendance status; (iv) engagement in

unpaid household services; (v) time spent in activities falling within the SNA production boundary; (vi) location of workplace; (vii) kind of economic activity (industry); (viii) occupation; (ix) working conditions including impact on children's health and education; and (x)

socio-economic characteristics of the child's household. Moreover, statistics on children in productive activities should distinguish between the categories of children in economic production, children engaged in unpaid household services, and children in other productive

activities which should also be kept in sufficient detail at regular intervals in order to monitor child labour trends and effectiveness of policies and programmes implemented to combat child labour.

V. Global Estimation

The progressive abolition of child labour as a major concern of the international community and as a core element of the Decent Work Agenda necessitate the measurement of this goal not only at the national level, but also at regional and global levels. Thus, ILO is urged to develop a standard methodology and communicate this, as well as respective data needs, to governments and statistical offices.

In line with Paragraph 7 of ILO Recommendation No. 190, which

stipulates that collected data should be communicated to the International Labour Office on a regular basis, governments and national statistical offices should, in turn, collaborate with the efforts for global estimation of child labour in the world, and its major regions. The collection of national data should be sufficiently disaggregated by age, sex, activity, industry, occupation and other important characteristics in order to allow compilation of statistics for the purpose of global reporting.

VI. Further Action

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

The ILO should: (i) give particular attention to the development of concepts and definitions for the worst forms of child labour other than hazardous work as described in this resolution; and (ii) develop guidelines on the treatment of long hours by children in unpaid household services with respect to age and hours thresholds. The ILO shall report on the progress to the 19th ICLS.


Note: For full text of the Resolution, you may access http://www.ilo.org/global/What_we_do/Statistics/standards/resolutions/lang--en/index.htm


Annex

Framework for statistical identification of child labour

Age Group	General production boundary					
	SNA Production				Non-SNA production	
	(1a) Light work ³	(1b) Regular work ⁴	(2a) Hazardous work	(2b) Worst forms of child labour other than hazardous work	(3a) Hazardous unpaid household services ¹	(3b) Other non-SNA production
Children below the minimum age specified for light work (for example, 5-11 years) ²	Employment below the minimum age for light work	Employment below the general minimum working age	Employment in industries and occupations designated as hazardous, or work for long hours and/or at night in industries and occupations not designated as hazardous	Children trafficked for work; forced and bonded child labour; commercial sexual exploitation of children; use of children for illicit activities and armed conflict	Unpaid household services for long hours; involving unsale equipment or heavy loads; in dangerous locations, etc.	
Children within the age range specified for light work (for example, 12-14 years) ²						
Children at or above the general minimum working age (for example, 15-17 years) ²						

1 (3a) is applicable where the general production boundary is used as the measurement framework for child labour.
 2 Age-group limits may differ across countries depending upon the national circumstances.
 3 Where applicable at the national level.
 4 Children in employment other than those covered under columns (1a), (2a) and (2b)

 Denotes child labour as defined by the resolution.

 Denotes activities not considered child labour.

FOR INQUIRIES:

Regarding this report, contact **TECHNICAL SERVICES DIVISION** at 527-3000 loc 317
 Regarding other statistics and technical services contact **BLES DATABANK** at 527-9311
 Or Write to BLES c/o **Databank, 3/F DOLE Bldg. Gen. Luna St., Intramuros, Manila, 1002**
 FAX: 527-5506 E-mail: bles_tsd@yahoo.com Website: <http://www.bles.dole.gov.ph>

**Percent of Children 5-17 Years Old Who Considered their Work Risky or Dangerous During the Past 12 Months, by Type of Danger and Major Industry Group Engaged in, Philippines: October 2001
(In thousands)**

MAJOR INDUSTRY GROUP	Children who worked during the past 12 months	Children who considered their work risky or dangerous	Type of Danger								
			Prone to vehicular accident	Might get burned	May fall	May impair hearing	May lose sight	May suffer physical mutilation	May contract disease/get sick	Mental/psychological torture	Others
TOTAL	4,018	828	120	35	134	9	12	125	234	7	152
Agriculture, Hunting and Forestry	2,141	463	7.0	26.6	71.8	27.1	52.8	75.1	74.6	19.5	46.2
Fishing	208	85	1.2	1.2	7.0	26.1	3.5	4.1	6.2	14.4	32.9
Mining and Quarrying	18	5	-	-	0.8	-	-	1.0	1.2	-	-
Manufacturing	186	32	0.9	14.1	0.5	28.6	22.0	4.3	3.2	-	4.5
Electricity, Gas and Water	4	*	0.4	-	-	-	-	-	-	-	-
Construction	58	30	1.2	3.2	10.1	-	-	5.3	1.9	-	1.7
Wholesale and Retail, Repair of Motor Vehicles and Personal and Household Goods	747	76	33.4	15.8	1.6	13.5	4.9	3.9	5.2	-	6.5
Hotels and Restaurants	95	9	1.6	13.4	-	-	-	0.9	0.5	-	-
Transport, Storage and Communications	102	75	49.3	5.4	1.1	-	-	3.6	1.5	18.5	2.2
Real Estate, Renting and Business Activities	13	4	-	-	0.6	-	7.9	-	0.6	-	0.8
Public Administration and Defense, Compulsory Social Security	9	2	0.6	-	-	-	-	-	-	20.0	-
Other Community, Social and Personal Service Activities	72	20	2.8	7.1	3.0	4.7	8.9	0.8	1.7	9.0	2.0
Private Households with Employed Persons	230	23	1.6	13.2	3.5	-	-	0.4	2.0	18.5	3.1
Not Reported	128	4	-	-	0.1	-	-	0.6	1.2	-	-
Other Groups	7	-	-	-	-	-	-	-	-	-	-

Note: Details may not add up to totals due to rounding.

* Less than 500.

Source: National Statistics Office, 2001 Survey on Children.