

Measurement, Awareness-Raising and Policy Engagement Project to Accelerate Action Against Child Labor and Forced Labor (MAP16 Project) in Serbia

Final Document

GUIDELINES

for the implementation of the Child Labor Indicators for the Social Protection System

The Guidelines were prepared for the Centers for Social Work, Centers for Foster Care and Adoption, Centers for the Protection of Victims of Trafficking in Human Beings, Children's Residential Institutions and other Social Care Providers in the Republic of Serbia working with children, in the purpose of indicating on how to use the Child Labor Indicators, **as an instrument that facilitates the recognition and identification of children affected by this phenomenon, and for recognition and analysis of areas where support and/or protection is necessary to be provided.** The instrument is intended for the timely identification of children who are potential victims of exploitation and abuse in the form of child labor, as well as for the recognition of the causes and consequences of this phenomenon, in order to arrange an adequate assessment of needs, strengths and risks and to provide appropriate assistance and support.

This text provides basic guidelines for the use of Child Labor Indicators. As the Methodological Guidelines for professionals will be developed in the next project phase, the Draft of the Guidelines for the Implementation of Indicators will be elaborated then, in order to be integrated into the process of assessment and support to children at risk or in the situation of child labor, including its worst forms in the Republic of Serbia. In the meantime, it can be used in all situations where there is a suspicion of child labor in various social protection institutions and organizations.

The occurrence of child labor should be seen as an **integral part of the phenomenon of violence against children.** Therefore, the provisions of the General and accompanying Special Protocols on the Protection of Children from Abuse and Neglect apply to the treatment of child affected by child labor¹. Although each child labor situation is different, there are some distinctive elements that relate to the characteristics of the work - that is, the work the child is involved in, the process of inclusion and outcomes related to the education, health and development of the child.

Child Labor refers to situations where the child is too young to work (work engagement of children under the age of 15) in jobs that are mentally, physically, socially or morally dangerous or detrimental to the child's primary education process. As a child over the age of 15 continues to

¹General Protocol on the Protection of Children from Abuse and Neglect (2005) Government of the Republic of Serbia.
https://www.paragraf.rs/propisi/opsti_protokol_za_zastitu_dece_od_zlostavljanja_i_zanemarivanja.html#



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*develop both physically and mentally, and is more vulnerable to hazards during the work process, child labor also applies to children over the age of 15 in the so-called **hazardous jobs**. These are situations where children are employed in jobs that, because of their nature or the way they are performed, are likely to endanger that child's health, safety or morale.*

In addition to the worst forms of child labor defined by Convention No. 182, and given that child labor in the Republic of Serbia is most prevalent in the non-registered economy, special attention should be paid to children who are unpaid workers within the family household and who may be included in the worst forms of child labor, especially in hazardous work defined by the Decree on hazardous child labor No. 110-5096/2017-5².

The Child Labor Indicators Instrument was created for the practical needs of the social protection system in the Republic of Serbia, having reviewed broad literature related to the topic and after an extensive consultative process. It is important to emphasize that, as with most other forms of child abuse and neglect, there are no definite and particularly typical signs of child labor, but they often indicate a range of other forms of child abuse (especially child neglect), or other conditions that potentially or actually endanger children. This is particularly true for the family indicators that are often present in many endangered or vulnerable children. Also, some indicators are at the same time characteristic of child labor and child trafficking for the purpose of exploiting child labor. The presence or absence of one or more indicators does not exclusively confirm or deny the possibility of child labor. In order to determine whether a child is affected by child labor, it is necessary to consider the facts relating to the nature and circumstances of work, the entire life circumstances, events and situations to which the child has been exposed and to assess the child's needs holistically, as the child may be affected by other risks or situations that require professional assistance and/or protection.

Professionals and associates who are engaged in direct work with children and families, regardless of their role in the social protection system (case manager, professional responsible for benefit payments, foster care counselor, counselor in the center for protection of trafficking in human beings, educator, therapist, etc.) should be aware of signs that may indicate that a child is a victim of child labor and that his or her safety may be endangered and/or that he/she is exposed to health and development risks.

² Decree on Hazardous Child Labor *Official Gazette of the Republic of Serbia* No. 53/2017
<http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/uredba/2017/53/2/reg>



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The indicators in the instrument are organized in three domains with a total of 20 areas and 93 indicators derived from findings from domestic and foreign research:

- 1) **PHYSICAL AND PERSONAL INDICATORS** (3 areas and 20 indicators) pertaining to characteristics such as the gender of the child³ (to which no specific significance is given because they are provisional indicators pointing to certain gender characteristics and correlates of child labor), ethnicity^{4,5,6} and physical indicators of child labor^{7,8}.
- 2) **BEHAVIORAL INDICATORS** (6 areas and 24 indicators) relating to behaviors associated to vagrancy, begging⁹, running away from home, school attendance¹⁰, displaying anxiety or other behaviors that are not age appropriate¹¹.
- 3) **FAMILY INDICATORS** (11 areas and 49 indicators), as the domain with the most areas and indicators, points to family poverty and its possible variations in Serbia in the context of child labor¹², family size^{13,14}, family life and economy in rural or urban environment^{15,16}, parent's attitudes toward education^{17,18}.

³ ILO (2018) *Rapid Assessment on Child Labor in Agriculture in the Republic of Serbia* / International Labor Office, Fundamental Principles and Rights at Work Branch (FUNDAMENTALS), Geneva: ILO.

⁴ Statistical Office of the Republic of Serbia and UNICEF, *Multiple Indicator Cluster Survey, 2014, and Roma Settlements Multiple Indicator Cluster Survey*, 2015.

⁵ Save the Children (2016) Regional Research on prevalence of street children phenomenon in Albania, Bosnia and Herzegovina, Montenegro and Serbia. Save the Children and Regional Network for Street Involved Children and at Risk Children, https://resourcecentre.savethechildren.net/node/10259/pdf/regional-research-on-prevalence-of-street-children-phenomenon_0.pdf

⁶ The strategy of social inclusion of Roma for the period from 2016 to 2020, *Official Gazette of the Republic of Serbia* No. 90-1370/2016-1 <http://socijalnoukljucivanje.gov.rs/en/national-strategy-of-social-inclusion-of-roma-for-the-period-from-2016-to-2025/>

⁷ Boidin, C. (1995) *Labor inspection and the adoption of a policy in child work. The working child: psycho sociological approach*, Labor Administration Branch Document No 42 (Geneva: ILO).

⁸ Boidin, C. (1995) *Labor inspection and the adoption of a policy in child work. The working child: psycho sociological approach*, Labor Administration Branch Document No 42 (Geneva: ILO).

⁹ Save the Children (2016) Regional Research on prevalence of street children phenomenon in Albania, Bosnia and Herzegovina, Montenegro and Serbia. Save the Children and Regional Network for Street Involved Children and at Risk Children, https://resourcecentre.savethechildren.net/node/10259/pdf/regional-research-on-prevalence-of-street-children-phenomenon_0.pdf

¹⁰ Jovanović, V., Čekić Marković, J., Veselinović, Ž., Vušurović, A., Jokić, T. (2016). Kako do škole društvene brige – pregled nalaza: Studija o efektima mera prevencije i intervencije za sprečavanje osipanja učenika iz obrazovnog sistema Republike Srbije. Beograd: Centar za obrazovne politike i UNICEF. <https://www.unicef.org/serbia/media/3156/file/Kako%20do%20C5%A1kole%20dru%20C5%A1tvne%20brige.pdf>

¹¹ Hofman, M. R., Gunn, S. (2014) *Instrument for the Psychosocial Assessment of Child Workers (IPAC): Background and references*. International Labor Organization, International Programme on the Elimination of Child Labor (IPEC) - Geneva: ILO.

¹² Team for Social Inclusion and Reduction of Poverty and the Government of the Republic of Serbia (2017) Poverty in the Republic of Serbia 2006–2016. Revised and new data http://socijalnoukljucivanje.gov.rs/wp-content/uploads/2017/09/Siromastvo_u_Republici_Srbiji_2006-2016._godine_revidirani_i_novi_podaci.pdf



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The instrument features reflect a Checklist which includes all recognized indicators, which are classified by **specificity** (*contextual, non-specific and specific*) indicating their **intensity** (*weak, moderate and strong*), followed by 20 indicators that, apart from representing specific (strong) indicators of child labor, point at the same time to the possibility of child trafficking^{19 20 21}. In these situations, the use of a specific list of indicators for trafficking in children and further follow-up in accordance with the Instruction related to the preliminary identification of trafficking in human beings is indicated.²² Types of indicators are marked with signs and appropriate colors to facilitate visual monitoring of their specificity and intensity. Colors and signs have the following meaning:

○ **Contextual indicators (WEAK).**

Present in most victims of child labor, but are also frequent in other vulnerable children.

□ **Non-specific indicators (MODERATE).**

Indicators that are more prevalent in child labor victims than in other vulnerable children, but refer to some of the victims.

▲ **Specific indicators (STRONG).**

Indicators that are present in most victims of child abuse and are relatively rare in other vulnerable children.

◆ Possible indicator of **child trafficking** (use appropriate list of indicators).

¹³ Kabeer, N. (2013). The rise of the female breadwinner: Reconfigurations of marriage, motherhood and masculinity in the global economy. In: Ray; Shirin M.; and Waylen, G., (eds.) *New Frontiers in Feminist Political Economy*. Routledge IAFFE Advances in Feminist Economics. Routledge, New York, USA, pp.62-84.

¹⁴ Understanding Children's Work Project (UCW). (2011). *Understanding the Brazilian success in reducing child labor: Empirical evidence and policy lessons. Drawing policy lessons from the Brazilian experience*. Rome, Italy.

¹⁵ Acevedo, K., Quejada, R.; and Yanez, M. (2011). Child labor determinants and consequences. An analysis of the literature. *Journal School of Economic Sciences of the Military University Nueva Granada*, XIX (1), pp.113-124.

¹⁶ *Rapid Assessment on Child Labor in Agriculture in the Republic of Serbia* / International Labor Office, Fundamental Principles and Rights at Work Branch (FUNDAMENTALS), Geneva: ILO, 2018.

¹⁷ Amar, J., Sierra, E., Palacio, J.; Madariaga, C. and Pezzano, G. (2012). *Child Labor: Risk factors and protection in families of the Colombian Caribbean*. University of the North. Colombia

¹⁸ Statistical Office of the Republic of Serbia and UNICEF, *Multiple Indicator Cluster Survey, 2014, and Roma Settlements Multiple Indicator Cluster Survey*, 2015.

¹⁹ ILO (2009) Operational indicators of trafficking in human beings Results from a Delphi survey implemented by the ILO and the European Commission. https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_105023.pdf

²⁰ United Nations Office on Drugs and Crime (2010) Human trafficking indicator. https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/unodc_indicators_en_1.pdf

²¹ U.S. Department of Health and Human Services, Administration for Children, Youth and Families. (2014). *Guidance to states and services on addressing human trafficking of children and youth in the United States*. Washington, DC: Author. Available at http://www.acf.hhs.gov/sites/default/files/cb/acyf_human_trafficking_guidance.pdf

²² Instruction to Centers for Social Work, Social Welfare institutions, and other service providers as to how to apply the indicators for the preliminary identification of victims of trafficking in human beings and to act on suspicion that the beneficiary is a victim of trafficking. Ministry of Labor, Employment, Veterans' and Social Affairs of the Republic of Serbia, No. 551-00-0044/2017-09



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The instrument is used in such a way that during the assessment process (whether initial, focused or review assessment) based on available data (e.g., obtained during interviews with a child, interviews with other significant persons, interviews with the person reporting abuse or concerns for a child, insight on the field, data from personal files or other documentation, official notes and documents submitted by other authorities) the recognized indicators are being marked. After marking the identified indicators, the findings have to be summarized by linking the intensity of the indicators (weak, moderate and strong) to other information about the child, family, identified problems, strengths and situation. In this way, social workers and allied professionals in social protection:

- a) identify and record the characteristics and situations commonly associated with child labor,
- b) recognize and designate the symptoms and their interconnections and relationships,
- c) in order to determine, in the next step, combined with other information obtained during the assessment of the child's needs and conditions, whether it is one of or a combination of the following phenomena:

1) **Child labor**

- a. a child engaged in the worst forms of child labor (age 0-18) (slavery or servitude, pornography and prostitution, illicit activities, in particular in the production and trafficking of drugs and hazardous child labor);
- b. a child under 15 years of age engaged in activities that are mentally, physically, socially or morally dangerous or detrimental to the child's primary education process.

2) A child over 15 years of age employed without adequate legal basis (not included in decent work)

3) **Child trafficking** (by parents or other persons - for labor exploitation, sexual exploitation, begging, criminal activities, adoption, marriage, organ sales or involvement in armed conflicts)

4) **Child neglect** (by the parent or another person - physical, health, educational, emotional);

5) **Child abuse** (by a parent or other person - physical, emotional, sexual);

6) **Due to other circumstances, the child is at health, safety or development risks** and cannot reach the optimal level of development without the support of the social protection system;

7) The child is **not in the health, safety or development risk or the risks are low**.

When determining a particular occurrence or combination of occurrences affecting a child, it is important to determine the duration, chronicity, intensity, actual and potential harm to the life and development of the child, as well as issues of safety (current) and risks of further effect (future). According to this information, appropriate decisions need to be made about the services and measures



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needed for the child (support, assistance or care) and the caregivers (support, assistance, protection or responsibility), and to act in accordance with the Instruction to Centers for Social Work on the Protection of Children from Child Labor and other regulations²³.

²³Instruction to Centers for Social Work on the Protection of Children from Child Labor No. labor021-02-00159/2017-1



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CHILD LABOR INDICATORS FOR THE SOCIAL PROTECTION SYSTEM

Institution/organization _____

Surname and Name of Beneficiary _____

- **Contextual indicators (WEAK)** Present in most victims of child labor, but are also frequent in other vulnerable children
- **Non-specific indicators (MODERATE)** Indicators that are more prevalent in child labor victims than in other vulnerable children, but refer to some of the victims
- ▲ **Specific indicators (STRONG)** Indicators that are prevalent in most children who are victims of child labor and that rarely exist with other vulnerable children
- ◆ Possible indicator for **child trafficking** (use List of indicators for human trafficking)



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PHYSICAL AND INDIVIDUAL INDICATORS	<i>Operationalization and intensity of indicators</i>
1. Gender and age of a child	<ul style="list-style-type: none"> <input type="checkbox"/> Under the age of 10, children of both genders are engaged in begging or similar activities <input type="checkbox"/> Female children are more engaged in domestic work <input type="checkbox"/> Adolescent females (10-18) are more involved in child abuse for prostitution and pornography <input type="checkbox"/> Male children, older by birth order are more involved in work <input type="checkbox"/> Male children are more involved in field and livestock work <input type="checkbox"/> Male children are more exposed to being engaged in drug trafficking <input type="checkbox"/> Male children are more exposed to collecting secondary raw materials
2. Ethnicity 	<ul style="list-style-type: none"> <input type="checkbox"/> Children from marginalized ethnic groups <input type="checkbox"/> Cultural practices and norms that encourage child labor <input type="checkbox"/> Children belonging to ethnic and cultural groups less recognized by the local community
3. Physical indicators of child labor 	<ul style="list-style-type: none"> <input type="checkbox"/> Nonorganic failure to thrive <input type="checkbox"/> Physical deviations that may result from work <input type="checkbox"/> Injuries and fractures that may result from work <input type="checkbox"/> Poisoning by toxic substances that may result from work <input type="checkbox"/> Deliberately injuring or mutilation (to include the child in begging) <input type="checkbox"/> Child is tired and physically exhausted <input type="checkbox"/> Chapped, callous or otherwise damaged hands and nails <input type="checkbox"/> Clothing and footwear indicating involvement in specific jobs <input type="checkbox"/> Chronic fatigue, sleep deprivation effects <input type="checkbox"/> Specific tattoos, stamps or scars (marking "in slavery")



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BEHAVIOURAL INDICATORS	<i>Operationalization and intensity of indicators</i>
1. Children on the move, unaccompanied children ▲◆	<input type="checkbox"/> Child without identity documents ▲ <input type="checkbox"/> Child changing place of residence with groups of other children ▲◆ <input type="checkbox"/> The child is prone to vagrancy ▲◆ <input type="checkbox"/> Unaccompanied migrant children ▲
2. The child works on the street (sells, begs, clears windows on cars, etc.) or earns money differently ▲◆	<input type="checkbox"/> Engaged by parents ▲ <input type="checkbox"/> Engaged by another person ▲◆ <input type="checkbox"/> Engaged independently ▲
3. School attendance □▲	<input type="checkbox"/> School drop-out ▲ <input type="checkbox"/> A sudden decline in school achievement □ <input type="checkbox"/> Frequent absence from school (at the beginning or end of the school year due to involvement in seasonal work) ▲ <input type="checkbox"/> Child believes that school is unnecessary □
4. Running away from home □	<input type="checkbox"/> Running away from home/foster care/group homes □
5. A child behaves in a way that is not common to children their age and/or context □▲◆	<input type="checkbox"/> Child seems more mature or more entrepreneurial □ <input type="checkbox"/> Sudden changes in behavior and physical appearance □ <input type="checkbox"/> Takes over responsibility due to feeling of family commitment ▲ <input type="checkbox"/> Feels proud for being able to manage adults, make money and contribute ▲◆ <input type="checkbox"/> Strongly represents his/her own agency ("I can do it myself, no one has helped me so far") ▲◆ <input type="checkbox"/> Normalizes criminal activity and uses specific slang (related to drug trafficking, prostitution, etc.) ▲◆
6. A child expresses and verbalizes fear, anxiety, helplessness, self-blame ○□	<input type="checkbox"/> Child looks scared ○ <input type="checkbox"/> Signs of exposure to chronic stress □ <input type="checkbox"/> Depression, apathy and hopelessness ○ <input type="checkbox"/> Shame and stigma □ <input type="checkbox"/> External locus of control □ <input type="checkbox"/> Low subjective assessment of well-being □



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FAMILY INDICATORS	<i>Operationalization and intensity of indicators</i>
1. Low-income families ● ■ ▲	<input type="checkbox"/> Beneficiaries of Financial Social Assistance ● <input type="checkbox"/> Minimum wage employees ● <input type="checkbox"/> Family does not have regular sources of income ● <input type="checkbox"/> Parent with whom child does not live and does not pay alimony ● <input type="checkbox"/> Poor people who do not have right to cash benefits according to law ■ <input type="checkbox"/> Unregulated legal status of family members ■ <input type="checkbox"/> Trans-generational poverty ▲ <input type="checkbox"/> Unfavorable living conditions of the family ■ <input type="checkbox"/> Residing in non-standard and isolated settlements ▲ <input type="checkbox"/> Residing in a criminal environment (immediate surroundings, extended family) ■
2. The family has inexplicable sources of income ▲ ◆	<input type="checkbox"/> Begging and activities similar to begging ▲ ◆ <input type="checkbox"/> Collection of secondary raw materials ▲ <input type="checkbox"/> Criminal activities ▲ ◆
3. Family has huge financial difficulties ■ ▲ ◆	<input type="checkbox"/> The family has a debt which significantly impedes its functioning ■ <input type="checkbox"/> Debts owed to banks or loan sharks ■ <input type="checkbox"/> Debts owed to smugglers of people or drugs ▲ ◆
4. Serious change of family and existential context ■ ▲	<input type="checkbox"/> Serious illness in the family, especially addiction ■ <input type="checkbox"/> Death incarceration or leaving home, loss of a job of a supportive parent ■ <input type="checkbox"/> The family is threatened with loss of housing ■ <input type="checkbox"/> Limited working capacity / factors that make employment of another parent difficult ■
5. Size of the family ■	<input type="checkbox"/> Families with 3 or more children ■ <input type="checkbox"/> Small birth gap in families with 3 or more children ■



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<p>6. Parents' / carers' attitudes regarding work and the role of children in the family</p> <p>▲ ◆</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Positive valuation of "fast" earnings ▲ ◆ <input type="checkbox"/> Positive valuation of criminal behavior ▲ ◆ <input type="checkbox"/> Lack of knowledge about dangerous work and harm to the child ▲ <input type="checkbox"/> Trans-generational model of early involvement of children in work ▲
<p>7. Parental educational level and attitude towards education</p> <p>▲</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Mother did not graduate from elementary school ▲ <input type="checkbox"/> Parents do not value education ▲ <input type="checkbox"/> Parents give different meanings to education of children according to age and gender ▲ <input type="checkbox"/> Parents' experience that education does not pay off ("<i>glass ceiling</i>") ▲
<p>8. Family lives in rural area</p> <p>□ ▲ ◆</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Inaccessibility of resources, especially schools □ <input type="checkbox"/> Parents have a large agricultural estate (the "<i>wealth paradox</i>") □ <input type="checkbox"/> Trans-generational model of early work of children on the land ▲ <input type="checkbox"/> Difficulties in hiring seasonal workers (unavailability, high costs) □ <input type="checkbox"/> Children are engaged as servitors on the estates of acquaintances, neighbors, relatives, with or without housing in these households ▲ ◆ <input type="checkbox"/> The family lives on the property of other owners, where different members are hired to work in agriculture and as domestic help ▲
<p>9. Parents/carers involved in seasonal jobs; the family changes their place of residence according to the seasonal job offer</p> <p>□ ▲</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Family supports itself through day wages □ <input type="checkbox"/> No registered residence at work place □ <input type="checkbox"/> No permanent residence □ ▲ <input type="checkbox"/> Children are not enrolled /do not attend /attend irregularly /change school often ▲ <input type="checkbox"/> No regulated health care □
<p>10. Parents have previously been under supervision or measures for child neglect and abuse</p> <p>□ ▲</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Parents previously reported for child neglect or child labor ▲ <input type="checkbox"/> Parents were subject to corrective supervision for child neglect and abuse □ <input type="checkbox"/> Parents have been prosecuted in court due to child neglect or child labor ▲ <input type="checkbox"/> Family members have been under protection measures due to family violence □ <input type="checkbox"/> The parent does not allow contact with the child or cannot or will not tell where the child is located ▲ <input type="checkbox"/> Parents leave the child in care of incompetent persons (diseased persons, including addiction, offenders) ▲ ◆



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<p>11. Family from which the children were previously separated <input type="checkbox"/>▲</p>	<p><input type="checkbox"/> The child or other children in the family have been separated due to neglect, abuse or of child labor ▲</p> <p><input type="checkbox"/> Child in alternative care (in foster family, institution for children without parents, shelter, upbringing institution) <input type="checkbox"/></p>
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Initial findings based on the List of Indicators

<p>1) Child labor</p>	
<p>a. a child engaged in the worst forms of child labor (age 0-18) (slavery or servitude, pornography and prostitution, illicit activities, in particular in the production and trafficking of drugs and hazardous child labor);</p>	<p><input type="checkbox"/></p>
<p>b. a child under 15 years of age engaged in activities that are mentally, physically, socially or morally dangerous or detrimental to the child's primary education process.</p>	<p><input type="checkbox"/></p>
<p>2) A child over 15 years of age employed without adequate legal basis (not included in decent work)</p>	<p><input type="checkbox"/></p>
<p>3) Child trafficking (by parents or other persons - for labor exploitation, sexual exploitation, begging, criminal activities, adoption, marriage, organ sales or involvement in armed conflicts)</p>	<p><input type="checkbox"/></p>
<p>4) Child neglect (by the parent or another person - physical, health, educational, emotional)</p>	<p><input type="checkbox"/></p>
<p>5) Child abuse (by a parent or other person - physical, emotional, sexual)</p>	<p><input type="checkbox"/></p>
<p>6) Due to other circumstances, the child is at health, safety or development risks and cannot reach the optimal level of development without the support of the social protection system</p>	<p><input type="checkbox"/></p>
<p>7) The child is not in the health, safety or development risk or the risks are low</p>	<p><input type="checkbox"/></p>



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Date _____

Signature of social protection professional _____

Project consultant, Prof. Nevenka Zegarac, PhD