

International Programme on the Elimination of Child Labour (IPEC)

Experiences and Lessons Learned on Child Labour Monitoring: Rubber, Salt and Fishing Sectors in Cambodia



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Phnom Penh, Cambodia
JUNE 2005



Ministry of Labour and
Vocational Training



International Labour
Organization (ILO)

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OSH checklist booklets available at IPEC Office Cambodia

ACRONYMS

CLC	= community learning centre
CL	= child labour
CLU	= child labour unit
CLM	= child labour monitoring
CLMS	= child labour monitoring system
CMDGs	= Cambodian Millennium Development Goal
CNCC	= Cambodian National Council for Children
CLWG	= child labour working group
LAC	= Labour Advisory Committee
ILO	= International Labour Organization
INGO	= international non-government organization
IPEC	= International Programme on the Elimination of Child Labour
KTO	= Kaksekor Thmey Organization
MOSALVY	= Ministry of Social Affair, Labour, Vocational Training and Youth Rehabilitation
MLVT	= Ministry of Labour and Vocational Training
MCCL	= municipal committee on child labour
MOEYS	= Ministry of Education, Youth and Sport
NPA-WFCL	= National Plan of Action on the Elimination of the Worst Forms of Child Labour
NSCCL	= National Steering Committee on Child Labour
NGO	= non-government organization
NPRS	= National Poverty Reduction Strategy
OSH	= occupational safety and health
PDEYS	= Provincial Department of Education, Youth and Sport
PDSALVY	= Provincial Department of Social Affair, Labour, Vocational Training and Youth Rehabilitation
PCCL	= Provincial Committee on Child Labour
RGC	= Royal Government of Cambodia
TBP	= time-bound programme
UN-CRC	= United Nations Convention on the Rights of the Child
USDOL	= United States Department of Labour

**A Message from
H.E. Mr. NHEP BUNCHIN, Minister for Labour and Vocational
Training, Royal Government of Cambodia**

Child labour is both a cause and a symptom of poverty. The Royal Government of Cambodia is committed therefore not only to ending poverty, but knowing the inextricable links between poverty and child labour, the Government is equally committed to ending child labour.

Towards this end, the Government have already ratified the ILO's Convention 138 that sets a minimum age for employment of children. The Government is also pledged to the immediate ratification of the ILO's Convention 182 that calls for the immediate elimination of the worst forms of child labour. Indeed in its quest for ending child labour the Government has drafted a National Plan of Action for the Elimination of the Worst Forms of Child Labour and are addressing child labour through a host of policy initiatives including the National Poverty Reduction Strategy, the Education For All initiative etc.

I am happy to state that in our endeavour to eliminate child labour in Cambodia, the Government have been working very closely with the International Labour Organisation's (ILO's) International Programme on the Elimination of Child Labour (IPEC). Indeed since late September last year, the Government has been collaborating with IPEC in the implementation of the Project, *Support to the National Plan of Action on the Elimination of the Worst Forms of Child Labour: A Time Bound Approach*. We believe that this four year Project funded by the US Department of Labour would be an important instrument in our Government's efforts to immediately end the worst forms of child labour in the country, and create a platform for the progressive elimination of all forms of child labour.

Meanwhile it may be recalled that the Ministry of Labour and Vocational Training in collaboration with IPEC implemented a Project from 2001 till 2004, *Combating Child Labour in Hazardous Work in Rubber Plantation, Salt Production and Fishing Sectors in Cambodia*. The Project focused on policy development, capacity building, social protection, community empowerment and community-based child labour monitoring. The Project was implemented through a partnership with government institutions, non-governmental organization (NGOs), employers, workers, community and children at the central and at the provincial levels.

The experiences on Child Labour Monitoring that has emerged in that Project have provided valuable insights into community and government driven monitoring of child labour, both at the establishment and at the community levels. The experiences and lessons learned from these efforts have now, been put together as a valuable document entitled, *Experience and Lessons Learned on Child Labour Monitoring: Rubber, Salt and Fishing Sectors in Cambodia*. This document will be a valuable tool not only for various actors on child labour in Cambodia, but without doubt can be adapted and replicated elsewhere in South East Asia and across the world where similar conditions exist.

I am therefore very happy that the ILO is bringing out this valuable document of experiences on child labour monitoring in Cambodia. I am sure that this document would be a valuable contribution to understanding child labour not only in Cambodia, but would be useful in many countries across the world. The document is another step therefore in our common goal of eliminating child labour in Cambodia and across the world.

The Ministry of Labour and Vocational Training would like to use this opportunity to express its appreciation to the ILO IPEC for investing in our children and supporting our efforts towards the elimination of child labour. I believe that working together we can ensure that our children are in schools and not at work.

Phnom Penh, 27 June 2005

A handwritten signature in black ink, appearing to read 'Nhep Bunchin', written over a horizontal line.

NHEP BUNCHIN
Minister

ACKNOWLEDGEMENTS

The experiences and lessons learned from monitoring the child labour situation in rubber plantations, salt production and fish/shrimp processing in Cambodia has been compiled for the purpose of 1) sharing among implementing agencies, local authorities, communities, parents, children and others who are working to combat child labour and may need to build on their knowledge and 2) to inform other projects' design, planning, monitoring and evaluation.

The document information is based on the practical experiences of implementing the project, Combating Child Labour in Hazardous Work in the Three Sectors of Salt Production (Kampot), Fishing and Shrimp Processing (Sihanoukville) and Rubber Plantation (Kampong Cham). The United States Department of Labour provided funding, and the project was implemented through partnership with government institutions from the national and local levels and local non-government organizations in the three targeted provinces.

We profoundly thank all implementing agencies and the staff of the Child Labour Unit within the Ministry of Labour and Vocational Training who were firmly involved and all concerned stakeholders: employers, parents, community people and children in the three targeted sectors for their most valuable time and commitment to the success of the project thus far. In particular we thank those who attended the follow-up workshop in Kampong Cham for their strong participation, inputs and comments on this report.

Thanks are warmly extended to all colleagues of the Hazardous Work Project team. We offer special thanks to Panudda Boonpala, Senior Child Labour Specialist based in the ILO–IPEC office in Bangkok for her advice and valuable support on this document. Thanks also go to Ayaka Matsuno, Technical Officer on Child Labour based in ILO–IPEC office in Bangkok, for her hard work, technical comments and useful inputs to project as the whole and to this document, and to Tuomo Johannes Putiainen, Child Labour Monitoring Specialist, who provided comments and technical inputs on this document, and to Karen Emmons, for editing this document.

We thank the TBP Cambodia programme for the financial contribution to publish this document both in Khmer and English.

Theng Chhorvirith, National Project Coordinator
Seang Meng, Provincial Sector Coordinator
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I. INTRODUCTION

The Royal Government of Cambodia has committed to reducing the numbers of children in the worst forms of labour from 13 per cent in 2005 to 8 per cent in 2015, as stated in the National Plan of Action on the Elimination of the Worst Forms of Child Labour¹ (2004–2010). It has begun targeting sectors and children to achieve this goal.

With its government and non-government partners, the International Labour Organization–International Programme on the Elimination of Child Labour (ILO–IPEC) organized the Project to Combat Child Labour in Hazardous Work in Salt Production (Kampot province), Rubber Plantation (Kampong Cham province) and Fishing Sectors (Sihanoukville) in Cambodia (for this report it is referred to as the Hazardous Work Project). The United States Department of Labour (US DOL) provided funding. The development objective of the project was to contribute to the progressive elimination of child labour in those three sectors by removing targeted children from the hazardous working conditions and preventing others from seeking dangerous labour through direct assistance and community-development programmes.

The project reached approximately 4,275 working children through its direct action programmes. Some 1,280 (females=704) of them were removed from hazardous working conditions. The remaining 2,995 (F=1,280) working children were prevented from engaging in hazardous work. The project also worked to improve the skills and job capability of national and community level agencies and organizations in Cambodia to plan, initiate, implement and evaluate action to prevent and progressively eliminate child labour, especially in hazardous work situations. The strategies consisted of creating policies, programme planning, research and documentation, capacity building, targeted social protection, community empowerment and community-based child labour monitoring.

Prior to the project implementation, the Government created the Cambodia National Council for Children

(CNCC) to ensure the coordination, implementation, monitoring and evaluation of policies and programmes concerning children's rights: survival, development, protection and participation in Cambodia society. The council entails representatives from all ministries. The National Subcommittee on Child Labour (NSCCL) and its Child Labour Working Group (CLWG) were established to watchdog the child labour issues. The NSCCL members include all child labour-concerned ministries, businesses, trade unions and NGOs. The Minister of Labour and Vocational Training² now chairs the subcommittee.

Since the beginning of the Hazardous Work Project in 2001, a Committee on Child Labour has operated at either the provincial (PCCL) or municipal (MCCL) level with members from all concerned departments, employers, worker unions, local authorities and NGOs. The provincial/municipal governor chairs the committee. It is a consultative body that looks after the planning and implementing of local policy development, resource allocation and ensuring the monitoring and evaluation of action plans for the project and also for child labour in general. The committees now receive support from the Child Labour Unit of the Ministry of Labour and Vocational Training.

ILO–IPEC provided technical and financial support to design the programme and activities in the three targeted sectors. The programme focused on a vital package of strategies and comprehensive components that included a monitoring system, policy and legislation development, awareness raising, documentation and advocacy with the Government to contribute and support the elimination of child labour and mobilize resources.

The three-sector Hazardous Work Project covered a period of 40 months; an independent evaluating team conducted a final evaluation in November 2004. ILO–IPEC intends to use the experiences and lessons learned from the child labour monitoring component to create a kind of toolkit for further

¹ As of May 2005, the Government of Cambodia had not officially approved the NPA-WFCL, but it has been submitted to the Council of Ministers for their endorsement.

² In August 2004, long after the Hazardous Work Project began, the Ministry of Social Affairs, Labour, Vocational Training and Youth Rehabilitation (MOSALVY) was split into two ministries: the Ministry of Labour and Vocational Training and the Ministry of Social Affairs, Veterans and Youth Rehabilitation. For this report, MOSALVY and PDSALVY are used to refer to the institution in place at the time of the project.

monitoring in the project areas or any other sector where children work.

This document aims to share those experiences and lessons with all implementing agencies, government bodies (labour inspection), non-government organizations (NGOs) and community workers who

want to learn about or operate child labour monitoring as a tool in eradicating and preventing child labour in the worst conditions. The document also can be used by people who want to build or refresh their knowledge in the monitoring of child labour.



All children, including working children, have equal rights and thus are entitled to equal opportunity for education. In Cambodia, nine years of education is compulsory.

II. BACKGROUND OF THE PROJECT AND SECTORS

By law, anyone younger than 18³ is prohibited from working in hazardous conditions. Prior to the onset of the Hazardous Working Project, there had been little, if any, enforcement, nor had there been any monitoring of the child labour situation in any sector.

A serious lack of technical and financial resources has challenged the various PDSALVY in properly addressing the problems of child labour in salt production. The Hazardous Work Project set out to strengthen the capabilities of labour inspectors and the Committee on Child Labour members by establishing child labour policies (previously there was only a provincial “instruction” from the MLVT to prohibit employers from hiring children) action plans, workplace monitoring and child labour-sensitizing activities. Thus, the under-aged working children would be removed and those who were eligible to work would be protected from exploitative conditions.⁴ At the same time, collaborating NGOs, trade unions and other government institutions, such as health, agriculture, industry and mines, operating in the nearby locations would be strengthened so they could offer alternatives to working children and their parents, including community monitoring work.⁵

The three-sector child labour project started in November 2001 and ended on 31 December 2004. It focused on employment creation, education and skills training and community development by building on existing programmes. It also used the child labour monitoring system mechanism to remove children from hazardous labour conditions or prevent others from entering them. As a result, 1,280 (females=704) children – more than 142 per cent of the intended project plan (initially 900 children were targeted) – were withdrawn and provided opportunities for vocational skills training and educational development. Another 2,295 (F=1,280) at-risk children were monitored and prevented from engaging in hazardous work in the project’s three targeted sectors (initially 2,600 were targeted).

At-risk refers to the siblings of children found in

hazardous work, families with a large number of children, families with no income or children of a single parent. The project’s awareness raising aimed to improve the understanding of child labour issues, its root causes and consequences among communities in general and children, employers and government agencies specifically.

To achieve those aims, ILO–IPEC provided technical support to government institutions, line ministries and local NGOs as well as communities to improve their understanding of child labour issues and skills in doing their jobs so that they would take the lead in addressing the problems and solutions. The technical support also tried to ensure that each local partner was clear about who takes responsibility for specific issues. To make sure that interventions would be integrated and sustainable, the project design entailed the following components:

- Awareness-raising and sensitizing on child labour and its related issues;
- Non-formal education and formal education systems;
- Removal of child labourers from hazardous working conditions;
- Vocational training skills;
- Child labour monitoring;
- Child labour prevention;
- Self-help group creation, which would provide seed money to vulnerable families to expand or start up small businesses;
- Legislation and policy development and enforcement; and
- Occupational safety and health legislation, policies and programmes.

The project created an enabling environment link between the national, provincial and community levels that allowed the various implementing partners (municipal or provincial Departments of Social Affairs, Labour, Vocational Training and Youth Rehabilitation and Department of Education, Youth and Sports and NGOs) to zoom in on selected geographical areas to test pilot programme interventions. The implementing partners in each

³ Cambodia has not ratified ILO Convention No. 182 on the worst forms of child labour

⁴ Working environment is referred to family and workplace.

⁵ The Cambodian characteristic of NGOs working with community members and the nature of salt production work allowed for a community monitoring mechanism to be formed and managed by NGO and community members. However, the community monitoring team and a workplace monitoring team (managed by the MDSALVY) worked in close collaboration with each other.

province, including community monitors, tracked the pilot operations regularly through progress reports: status reports, technical reports and participatory monitoring activities reports/ observations.

Once a child was removed from a hazardous labour situation, the monitors used the record and check system to continue tracking that person to ensure that he or she did not return to the same unacceptable job.



Both Cambodian Law and the ILO Convention No. 182 prohibit any child younger than 18 from working in hazardous condition

Rubber plantations

The French *Compagnie du Cambodge* set up the first rubber plantations in Kampong Cham, 124 km east of Phnom Penh, in 1921. The largest was the Chub plantation. Around 60 per cent of the workers were Vietnamese during Cambodia's French colonial period, which lasted until 1953. In the subsequent "Sihanouk time", the rubber plantation remained virtually under French control. Even though small plots of land were provided to households, those households still depended on the French company for technical assistance and selling their collected rubber sap.

The Khmer Rouge occupied the Chub plantation during the Lon Nol period (1970–1975). Parts of it fell in disorder while other parts were still maintained. Especially during 1971 and 1972, the plantation served as an important base for the Khmer Rouge. During the Khmer Rouge regime (1975–1978), parts of the plantation continued to be exploited for local use. Its workers were recruited among armed Khmer Rouge forces.⁶

In 1979, after the fall of the Khmer Rouge, the Chub plantation came under the Government's Rubber Plantation General Department (direct state governance). Four years later, the General Department decided to divide the plantations among three main companies: The largest plantation, the Chub rubber plantation, came under management of the 7 Makara Rubber Company (still under direct state control). The plantation was, by that time, equipped already with a rubber processing factory. New workers were recruited from outside the plantation. Even though the rubber company became responsible for the daily management, its workers remained government employees of the



Boys are highly vulnerable to being used in dangerous work in the rubber plantation

General Department. Work conditions were the responsibility of the General Department.

The 1990s were marked by a transitional period toward a self-financing system. The rubber company became responsible for its own financial management, operating directly under the General Department. Workers, though paid by the company, were still recruited and employed by the State. In March 1999, the management of the plantation changed from a state enterprise to a public enterprise. The General Department became part of the Ministry of Agriculture, Forestry and Fishing and delegated all aspects of daily management and finances to the company. The company has to report to the General Department. The responsibility for

⁶ Information from the Rubber Plantation General Department; historical references excerpted from unpublished rapid assessment by Steve Gourley.

the annual audit of the rubber plantation, which used to be the responsibility of the General Department, was transferred to the Ministry of Finance and Economy (in cooperation with the Ministry of Agriculture).

The plantation property (land, trees, buildings, houses, etc.) still belong to the State. The company (through the appointed general manager) is, by subdecree, responsible for all decisions regarding the daily management. Work conditions, including the salary system, are developed by the rubber company. The Ministry of Agriculture, the General Department and the Ministry of Finance and the company are all represented on the Board of Governors of the rubber company.

The willingness of the Government to address child labour on this particular plantation is to be used as a model for other plantations and even in other sectors.

The Chub rubber plantation is located in Tboung Khmom district. The plantation is divided into three bases: Chub, Thmar Pich and Chrap. Each base contains six to seven villages. The village chiefs, centre chiefs and base chiefs are all company employees. The workers in the plantation live in 20 villages located in the three bases and worker are provided a house, water and electricity for free.

Chub base is located close to the central administration and the rubber factory of the plantation. The Chub base contains many older productive rubber trees; rubber from these trees is often tapped at heights up to 3 m from the ground. Chrap base is located 8–10 km north of Chub base. Chrap does not have many productive rubber trees: Many are too old and are waiting to be cut down or were recently planted and still too young to produce rubber. This is especially the case for areas close to the border of the plantation. Villagers often plant beans in the areas in between the young trees. Thmar Pich base is located in the middle of the plantation, between Chub and Chrap. Rubber trees there are mainly tapped at low positions close to the base of the tree.

The accessibility of all villages is good. However, the unpaved roads become very slippery in the rainy

season. There is a personal safety problem in and around villages on the northern and eastern border of the plantation (Chrap and Thmar Pich).

A baseline survey in 2002 identified 956 working children aged 7–17 there. Of them, 451 were girls (47 per cent) and thus 505 were boys (53 per cent). Also, 443 (46 per cent) of them were not attending school; 346 of them (36 per cent) worked full time.

Of those 956 working children, 168 of them, or nearly 18 per cent, reported that they started when they were 10 years old, while another 41 children started when they were 9 years old. Only 82 of them (nearly 9 per cent) began working when they were 15 years old. When asked about the length of their workday, only 18 children reported working ten hours per day, while 158 children worked for eight hours and 112 children said they put in only four hours a day (including their travel from village to the work area).

Some 725 of the working children (76 per cent) reported having suffered work-related health problems: among them, 204 children (28 per cent) said they had fevers, dizziness/headache; 21 (3 per cent) said they would get cuts from the grass and young trees. In sum, 474 children reported having one of the following health problems: cuts, accidents with acids/chemicals, fever, lower-back aches, snake/insect bites, swollen hands, stomach aches, allergic reaction due to spilled latex and breathing problems and headaches due to the smell of chemicals and the raw rubber.

Although there are schools in the plantation area and the rubber plantation company covers the operating costs, including teachers' salaries, facilities and furniture,⁷ both children and parents noted during the monitoring process that the quality of teachers needs to be improved. The common complaint was the absence of teachers, especially during rainy season. Other complaints related to the unacceptable behaviour of some teachers in class, such as drinking, playing chess and frequently beating children. Many parents also complained that teachers asked for money from students for different reasons.

According to the baseline survey, working children

⁷ A ll schools in the Chub rubber plantation now are the responsibility of the Ministry of Education, Youth and Sport.

not in school did not attend for the following reasons:

- 179 children had dropped out, no explanation given;
- 59 children said school interfered with their work;
- 49 children gave both of the above reasons;
- 57 children said their families had no money to support school-related fees;
- 43 children needed to take care of their families;
- 36 children had never enrolled; and
- 20 children said they were too old and too shy.

The socio-economic and education conditions pose problems for the healthy physical and moral development of working children and their families in the Chub plantation. The isolation and management of the plantation in the past has kept hidden the working children and their families and obstructed any intervention support from relevant organizations.

Because of these difficult conditions and the semi-autonomous management, no development organizations have ever worked in the rubber plantation. Community members, including parents, working children, the plantation owner and labour inspectors have neglected the issues connected to child labour. Labour inspectors or other social services have never monitored the plantation work or advised the employer/owner, working children and their parents that under-aged employment of children in hazardous conditions were prohibited, nor have they encouraged the employer/owner to register the employees or requested they improve the working conditions.

Severe financial and human resources limitations, prior to the Hazardous Work Project, prevented the PDSALVY from addressing the child labour issues in the rubber plantation. The Kampong Cham PDSALVY's first initiative within the scope of the project was to strengthen and improve the skills of its staff, in particular the labour inspectors and the Committee on Child Labour to carry out workplace monitoring, awareness raising on child labour policies and the action programme and plan.

Through the project, ILO-IPEC assisted the

Kampong Cham PDSALVY and PDEYS and Kaksekor Thmey Organization (KTO), a local NGO, to address child labour issues in the Chub plantation; by the end of the project, 200 full-time working children had been withdrawn from hazardous working conditions through a government order (via a "letter of instruction") and the subsequent provision of skills training, non-formal education, re-integration to formal school and access to a self-help group for income-generation assistance. The partners also collaborated to improve working conditions within the plantation and prevented another 750 children at high risk from being forced to work.

The following are the main strategies each implementing agency used to address the child labour issue in the rubber plantation sector:

✓ **PDSALVY – Kampong Cham:**

- Policy development;
- Action plans to combat the worst forms of child labour;
- Workplace monitoring; and
- Sensitizing on child labour issues among employers, workers, children and parents in the rubber plantation areas.

✓ **PDEYS – Kampong Cham:**

- Mobilize school teachers, administrators and school professionals to improve their understanding of child labour and its consequences and to take action on the hazardous forms of child labour. Teachers are recognized as an effective agent of change or influence over children's behaviours and parents' attitudes. Training of teachers included techniques in promoting awareness of child labour issues among young people.

✓ **KTO - Kampong Cham:**

- Awareness-raising and community toring;
- Non-formal education programme;
- Self-help group for income-generation programme and savings mobilization; and
- Vocational training opportunities.

Salt production



Girls are most vulnerable to working in salt production in Kampot

Kampot is the only province in Cambodia that produces salt and thus many private businesses located there supply the country. The province is located along the southern coast, 148 km south of Phnom Penh. With low incomes from farming and inadequate rice production, many poor families, including their children, work in the salt fields. Many of the families have migrated there and live in the salt fields while the others are settled families living in nearby villages. It is not year-round labour and families spend half the year in agricultural fields.

From December 2001 to January 2002, ILO–IPEC joined in partnership with the Provincial Department of Social Affairs, Labour, Vocational Training and Youth Rehabilitation (PDSALVY) and other local government institutions in Kampot to conduct a profile of the children working in salt production in three salt fields: Chumkril, Traey Koh and Kon Sat of Kampong Bay and Kampot districts. These three salt fields were known to have a high incidence of child labourers working in severe conditions but there also was a willingness among salt business owners to address child labour issues.

Salt production involves the following process: Starting in October, in the few months prior to the hot season, workers pack soil in the salt fields (to hold water) using a handled tool with a heavy, round base. A full-time production manager then floods

each large field with seawater from irrigation canals to allow the water to evaporate, which takes seven to twelve days depending on how hot the days are (this is first-stage evaporation). The manager then allows the water to enter a series of smaller fields (approximately 8 by 30 m) to cause them to evaporate further, eventually forming salt crystals under about 20 cm of water after two to three days (depending on the weather; a series of very hot days can significantly speed up the crystallization). Groups of workers (usually parents with their children) collect the salt into small piles using rakes. The salt is

gathered into a pair of straw baskets that are then attached to a bamboo rod and carried over the shoulders to storehouses 10 to 30 m from the salt fields. The local salt cooperative (consisting of a small group of businesspersons who purchase and distribute the salt nationwide) sends a truck with drivers and workers who put the salt into sacks and loads them for hauling to various markets. The work dries up around March.

In an initial study of the three salt fields, a total of 650 working children were counted. Among them, 460 children (71 per cent) worked full time and 190 working children (29 per cent) worked and attended school. In that study, 63 per cent of the working children responded that they did not attend school because they did not have enough money for school fees, while 18 per cent of the others said that because they worked full time they were too tired to go to school. Some 7 per cent of the working children said that they did not attend school because it is too far from their home, and 6 per cent explained that school interfered with their work.

The most common problems reported were soreness in the shoulders from carrying heavy loads of salt, fatigue from working long hours in the sun, stings from hot water and cuts and chafes to the feet from the salt crystals because the children wear only rubber flip-flops, if they wear any shoes. In the case of young working girls, the health workers

reported that anaemia was a common problem. Responding to questions about the length of their work day, 54 per cent of the children said they worked eight hours per day in the busy season, while nearly 4 per cent said they worked about ten hours a day.

Of the working children covered during a second survey prior to the start of the Hazard Work Project, 516 children, or 79 per cent, reported having suffered the previously mentioned work-related health problems. Among them, 244 working children (37 per cent) reported experiencing those problems several times a week or month. The various health problems reported are cause for some concern because most of the children do not have access to medical services. Cuts to the feet can become infected easily and thus are particularly hazardous.

Only one salt field (Tracy Koh) has a school facility but there are problems maintaining dedicated teachers due to low wages, and the classrooms and school materials are inadequate for the number of school-aged children in that area. There are no schools remotely close to the other two salt fields (Kon Sat and Chumkri). As well, children are not attending because of the distance to school (6 km), school fees, poor quality of teachers and expenses, which include school uniforms, school materials, cost of transportation and teachers' fees for catch-up tutorials.⁸

Many of the families working in the salt fields have come from elsewhere in Cambodia for the work and did so for a variety of reasons:

- Families who had their houses destroyed by floods or other disasters;
- Landlessness families who had no land for proper shelter;
- Returnees from refugee camps (early 1990s) who had either received no land or had sold what they received;
- Civil servants who were not farmers by trade and thus had no farm land;

- Farmers who had land at one time but had sold it to pay for medical treatment and other crises; and
- Large farm families with too many household members, which could not be supported by a limited rice harvest each year.

There is no NGO concentrating on child labour in the areas where the salt fields are located. Thus the various problems encountered by vulnerable families had not been addressed previously. Almost working in isolation, they have been neglected by labour inspectors.

Until this salt field project began in November 2001, no labour inspector ever advised employers, working children and their parents that employees should be registered, working conditions should be improved or that under-aged children were prohibited from working in hazardous conditions.

To eliminate the presence of child labour from the most hazardous areas of the salt production, ILO–IPEC worked in partnership with the Kamptong Provincial Department of Education, Youth and Sport (PDEYS), the Kamptong Provincial Department of Social Affairs, Labour, Vocational Training and Youth Rehabilitation and the Cambodian Centre for the Protection of Children's Rights (CCPCR). By the end of the project, 264 full-time working children were withdrawn through a government order (via a "letter of instruction") and the subsequent provision of skills training, non-formal education, re-integration to formal school and access to a self-help group for an income-generation programme. The project also included improvements to working conditions, such as hygiene and safety (workers were provided first-aid kits), and prevented some 600 children from taking up the more hazardous jobs within the salt production work.

The following are the main strategies each implementing agency used to address the child labour issue in the salt-making sector:

⁸ Teachers are paid additionally for conducting extra classes to help village children keep up with their grade level. Unfortunately the costs of the classes are borne by families. Parents complain that teachers deliberately fail students if they don't attend the extra classes.

✓ **PSALVY – Kampot:**

- Policy development;
- Action plans to combat the worst forms of child labour;
- Workplace monitoring; and
- Sensitizing on child labour issues among employers, workers, children and parents in the salt fields and enterprises.

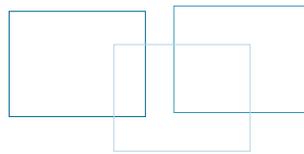
✓ **PDEYS – Kampot:**

- Mobilize school teachers, administrators and school professionals to improve their understanding of child labour and its consequences and to take action on the

hazardous forms of child labour. Teachers are recognized as an effective agent of change or influence over children's behaviours and parents' attitudes. Training of teachers included techniques in promoting awareness of child labour issues among young people.

✓ **CCPCR – Kampot:**

- Awareness-raising and community monitoring;
- Non-formal education programme;
- Self-help group for income-generation programme and savings mobilization; and
- Vocational training opportunities.



Fishing and shrimp processing

Fishing and shrimp processing is a traditional livelihood among people living in fishing areas in Cambodia. More than 2,000 fisherfolk live and work in fishing villages along the southern coast in the Sihanoukville municipality. The Centre for Advance Study (CAS) and Sihanoukville MDSALVY in 2002 carried out a baseline survey in three fishing villages and identified 1,678 working children, representing 32 per cent of all children in those villages: 981 working children in Stung Hav, 590 working children in Tumnap Rolok and 107 working children in Koh Kiang. Of them, 46 per cent (770) were boys and 54 per cent (908) were girls. When asked about their hours, 451 of them (27 per cent) said they worked full time, 65 (10 per cent) said they worked up to 14 hours in boats and did not attend school, while another 42 (3 per cent) worked in large boats that spend several days or weeks out to sea and also did not attend school. Some 213 children (13 per cent) worked occasionally but also were not going to school.

Children and young people who fish engage in several different activities. Those who fish on a small boat stay out at sea for about 10–11 hours, mostly during the night. Others join larger vessels with refrigeration facilities and work longer periods, which can range from two to three days to weeks or sometimes even more than one or two months. Many more children repair fishing nets or peel raw shrimps/crabs on the wharfs. Some peel shrimps or crabs at home. Children also work at the ports to carry frozen sea products from the boats to trucks to be transported to a factory.

Although, there has been no health or safety assessment on children in fishing work, during the interviews for the baseline survey the children ranked the hazards and injuries related to their work, in the following order of frequency:

- Cuts (from peeling shrimps and crabs or the strings of the heavy fishing nets);
- Back aches (from sitting down to peel for too long a period);



Children peeling crabs for food processing in Sihanoukville

- Skin infections (due to a combination of cuts, continuous wet hands from salty sea water and ice to preserve sea products);
- Stomach aches (from irregular meals, especially on boats);
- Breathing problems and headaches due to smell of rotten fish and hard physical work;
- Drowning from falling into the water due to lack of sleep, slippery boat surfaces and storms;
- Accidents with the boat engine; and
- Violent piracy at sea.

Most striking among the responses was that not all the working children know how to swim. Safety devices on boats are almost unknown. Life vests are frowned upon and are thought to bring bad luck. One of the most dangerous fishing activities involves the *loob trey tokke*: someone fishes underwater, wearing a mask and a tube connected to an oxygen bottle in the boat and uses stones attached to the waist to reach a depth of 8–12 m. The fishing villages have school facilities but enrolment does not compare to the numbers of school-aged children living in those areas. Children and parents reported that schools are too far away, they can't afford school fees or other expenses and the quality of teachers is low due to low salaries. The expenses include school uniforms, school

materials, cost of transportation and teachers' fees for catch-up tutorials.⁹

As in the other two sectors, the socio-economic and education conditions in the three fishing villages have negative impact on the healthy physical and moral development of the working children and their families. The somewhat invisible nature of fishing hinders households and children to easily receive any assistance from government institutions. Although there is one NGO working in the area,¹⁰ community members, parents and their working children and local employers pay no attention to child welfare and child labour monitoring. Labour inspectors and other government services have never monitored child labour in this area, largely due to lack of resources, both technical and financial.

To address child labour issues in Sihanoukville, the US DOL, ILO-IPEC, the MDSALVY, MDEYS and the Catholic Child Bureau Organization (CCBO) collaborated to initiate a pilot programme to combat the hazardous forms of child labour in the fishing sector. The project ultimately withdrew 400 full-time working children and prevented 1,250 children from entering into hazardous working conditions.

To reach the objectives of the project, the partners in the fishing sector implemented different intervention strategies based on their mandate.

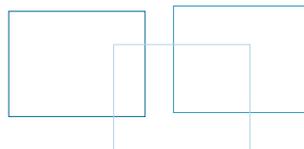
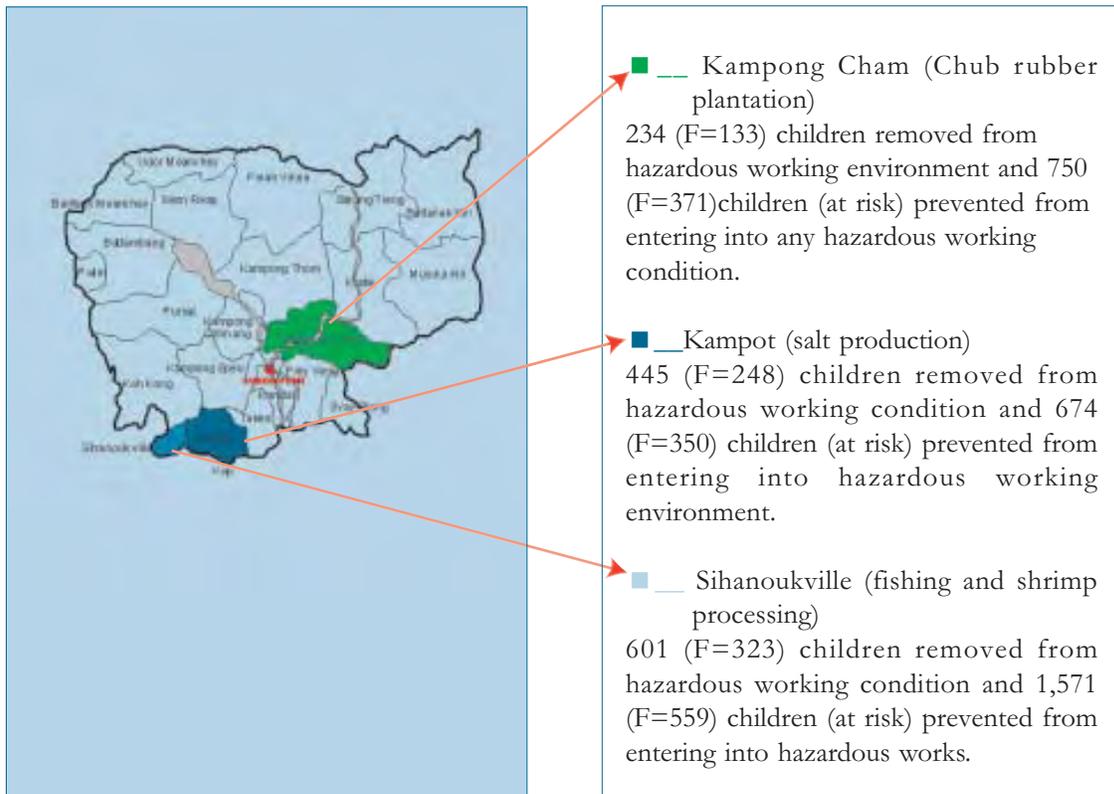
The following outlines the strategies each implementing agency used in the fishing sector in Sihanoukville:

- ✓ **MDSALVY – Sihanouk ville:**
 - Policy development;
 - Action plans to combat the worst forms of child labour;
 - Workplace monitoring; and
 - Sensitizing on child labour issues among employers, boat owners and workers.
- ✓ **MDEYS – Sihanouk ville:**
 - Mobilize school teachers, administrators and school professionals to improve their understanding of child labour and its consequences and to take action on the hazardous forms of child labour. Teachers are recognized as an effective agent of change or influence over children's behaviours and parents' attitudes. Training of teachers included techniques in promoting awareness of child labour issues among young people.
- ✓ **CCBO – Sihanouk ville:**
 - Awareness-raising and community monitoring;
 - Non-formal education programme;
 - Self-help group for income-generation programme and savings mobilization; and
 - Vocational training opportunities.

⁹ As in the rubber sector, parents reported that they must pay teachers additionally for conducting extra classes to help fishing village children keep up with their grade level. Parents complained that the teachers deliberately fail students if they don't attend extra classes.

¹⁰ Catholic Child Bureau Organization (CCBO) is a local charity organization that forms part of an international network of *Bureau International Catholique de l'Enfance Organization* (BICE), working to empower community and living conditions in combating child sexual abuse and trafficking.

Map of the Hazardous Work Project operations and accomplishments



III. OBJECTIVES OF CHILD LABOUR MONITORING

What is child labour monitoring?

Child labour monitoring (CLM) is the repeated identification and assessment of child labourers and their referral to appropriate services. It is a system that involves frequent visits to working areas where children are/may be working. It involves identifying those children, their age and their working conditions including the occupational safety and health (OSH) situation and ensuring that they can switch to safe and meaningful alternatives, such as formal or non-formal education or skills development programmes. CLM also involves maintaining a system of information about the situation of child labour in a particular sector, district, province or country.

Also, a particular element of CLM is to guide implementing agencies, stakeholders and children on how to monitor working children and child labour at workplaces, at home and any other place. This involves informing all parties of the laws, legislations, policies as well as the actual practices. Child labour monitoring looks into the working conditions/environment and the occupational safety and health situations and possible alternative support to children.

For the three sectors of rubber plantation, salt production and fishing/shrimp processing in Cambodia, the specific objectives of CLM are:

Child labour monitoring

Child labour monitoring is a process to institutionalize the identification and active referral of child labourers to appropriate services. It prevents children from entering unacceptable forms of labour through regular monitoring activities and verifies that children who have been removed have accessed services and are better off as a consequence of the monitoring activity.

Source: Guideline for developing child labour monitoring system, Part 1

Objectives of child labour monitoring

Child labour monitoring is one of the most potent means to identify and address child labour issues. CLM is a process to institutionalize the identification and referral of child labourers to appropriate services. It prevents children from entering unacceptable forms of labour through regular monitoring activities and verifies that children who have been removed have accessed services and are better off as a consequence of the monitoring activity.

1) provide and/or collect information on child labourers in order to protect and prevent them from hazardous working conditions, especially the OSH and education situations; 2) improve social planning and policy development in order to improve or to eliminate child labour issues in workplaces, communities and families by giving better alternatives; 3) improve and develop the best approaches in monitoring child labour and to reach labour standards through advocacy and direct intervention with working children and employers.

IV. THE CHILD LABOUR MONITORING EXPERIENCE IN CAMBODIA'S RUBBER, SALT AND FISHING SECTORS

Structural framework for child labour monitoring

Monitoring alone cannot measure or effectively prevent child labour. Monitoring needs a foundation, particularly a legal basis, which is best laid in legislation and policies at all levels of government. In the Cambodian context, as in many countries, actions at the national level set the tone and the model for governance at the provincial and grassroots level. With a legal basis, effective mechanisms for keeping children out of hazardous employment can be developed and then make a strong case for following through with monitoring. But for mechanisms to be fundamentally sound, they need to follow a structure that makes a line of responsibility very clear.

Legislation/policies development and enforcement

Ministerial orders (known as *Prakas*) provide the basic legal framework for regulating child labour in Cambodia. After the inception of the Hazardous Work Project, the MOSALVY developed a ministerial order that identifies the types of work that children can and cannot engage in. Six other ministerial orders that specifically address rubber plantations, salt production, fishing, brick making, the garment and footwear industries and what is light work for children aged 12–15 were also developed but were not approved during the project implementation period. They are still pending. (They have been endorsed by the National Subcommittee on Child Labour (NSC–CL) and will be approved by the Labour Advisory Committee (LAC).

To cover the legal framework gap, provincial “letters of instruction”, which are subministerial orders, were issued by the governors of each province of the three targeted sectors. The “letters”, however, did not carry any penalties but stipulated that employers, working children, parents and teachers must comply with the instructions. Because they came from the governor, they carried sufficient authority to prompt compliance.

The preparation and approval process of a ministerial order takes one to two years before it is endorsed

for implementation. This process involves an assessment; drafting, submitting the draft to the National Subcommittee on Child Labour for review and comments, translating into English for ILO standard specialists to comment, returning the draft to the NSC–CL for endorsement and then submitting it to the LAC for final approval.

The MOSALVY then developed the National Plan of Action on the Elimination of the Worst Forms of Child Labour (NPA–WFCL) for 2004–2010. The NPA–WFCL served as the key national framework to design a programme for eliminating child labour that also helps the country achieve targets specified in the Cambodian Millennium Development Goals, the National Poverty Reduction Strategy and the Education For All plan.

The National Plan of Action on the Worst Forms of Child Labour established a structure for addressing unacceptable child labour in Cambodia, as follows:

National level: Policy development and advocacy with the donor community for support takes place at the national level. The National Plan of Action established the National Subcommittee on Child Labour and the Labour Advisory Committee (chaired by the Minister of MLVT) in April 2004 to oversee the monitoring of child labour and that labour laws and relevant ministerial orders regarding child labour were enforced.

Implementation of the Hazardous Work Project was based on a partnership with both government institutions/government organizations and NGOs. The Ministry of Social Affairs, Labour, Vocational Training and Youth Rehabilitation was given the lead in coordinating and implementing the programme as well as tackling child labour issues in general with other ministries, particularly the Ministry of Education, Youth and Sport (MOEYS) and with international NGOs and UN agencies.

Provincial level: The Provincial Committee on Child Labour (PCCL) and the Municipal Committee on Child Labour (MCCL) were established when the Hazardous Work Project started in November



A National Subcommittee on Child Labour regularly conducts meetings

2001. The members of these committees include staff from all line departments, employers, workers' unions and various local authorities, with the provincial governor chairing each one.

The role and responsibility of the M/PCCL was to coordinate and facilitate the smooth implementation of the Hazardous Work Project. It also generally serves as the consultative body for planning, implementing, local policy development, resource allocation, monitoring and evaluation of local plans of action on child labour.

The Hazardous Work Project has supported the

PCCL to develop a Provincial Plan of Action in the three targeted sectors.

Community level: The commune council is the key government actor established through the SEILA¹¹ programme, which focuses on building up local governance. One of its many priorities has been to include the issue of child labour.

Community volunteers were developed in the targeted villages where the project was executed to play a major role in monitoring and sensitizing on child labour and encouraging parents to send their children to school.

¹¹ SEILA means the Foundation Stone and is the Government's programme for local government and community development with financial support from multilateral donor agencies.

Child labour monitoring system strategy

The participation of children (child labourers/working children and non-targeted children) is very important to combat child labour and other exploitation issues. Child peer group educators can contribute significantly in terms of awareness raising and advocacy, particularly among friends by encouraging them to attend school. The Hazardous Work Project involved young people in all activities, especially for planning and implementing the various interventions. From the very start of the project in 2001, children were invited to speak their concerns in consultations, workshops and meetings. For instance, children were consulted to develop the criteria and strategy used in the baseline survey and subsequent designing of the project. Working children and children in schools received training on child labour sensitizing and peer monitoring to look after their friends and report to teachers or their parents.

The monitoring component of the Hazardous Work Project in the three targeted sectors pursued the following strategy:

- Develop policy and the programme for child labour;
- Conduct baseline survey;
- Identify targeted groups and targeted areas (Because of a limited budget, only high-risk children, according to the baseline study, were selected for vocational training and other incentives);
- Determine the structure and members of monitoring teams;
- Improve skills of monitors through training;
- Consider monetary incentives;
- Develop monitoring forms, including occupational safety and health monitoring checklist and questionnaires; and
- Develop a timetable.

Child labour monitoring teams in the targeted sectors

CLM can be carried out by individuals from one organization or by a team of two or more

organizations. Government officials, NGO staff, communities and/or law enforcers also can participate in CLM. The members in the monitoring team can vary, based on the numbers of targeted children to be monitored or based on the size of the project to be covered. The project's experiences show that one monitor can effectively oversee approximately 40 working children per month.

Workplace monitoring team

Based on practical experiences, workplace monitoring teams were established to concentrate on the formal sector in the Hazardous Work Project, with labour inspectors from the Municipal/Provincial Department of Labour and Vocational Training. Labour inspectors are the authorized government authority to stop operations in formal workplaces if the conditions are not in line with the country's laws and regulations. Officials from the labour department have an obligation to remove any worker who is younger than the legal minimum age.¹²

For each sector, four labour inspectors were assigned to the workplace monitoring team. However, the inspectors had to maintain their government duties, such as factory inspections, and were able to commit only 70 per cent of their time for the monitoring project.

The project coordinator took responsibility for data entry into the project's database as well as analysing the information. Ideally the information should be integrated into a national database, but the Government's Child Labour Unit is unable financially or technically to manage it. Such a national database on child labour would include tracking and tracing capabilities, which then would provide greater impact on programme design, planning and implementation as well as policy development and implementation. For now, the CLU uses the monitoring database of the project in the three sectors to share the information for advocacy purposes.

Community monitoring team

For monitoring the informal sector, including homes

¹² Based on the Ministerial Order regarding light work for types of jobs that children are allowed to engage in

and private workshops, community monitoring teams involved NGO staff and community leaders or volunteers. The two NGO staff served as team leaders. The implementing agencies with the M/PCCL selected team members and looked for people in the community who are respected, listened to, clever, have a good reputation and most likely would commit to the project. Thus, the community monitoring team's members included parents, adult workers, employers, working children, activists and school teachers in the targeted geographical areas. The project coordinator and coordinator assistant were responsible for data entry into the project's computer database.

It is important to involve community members in the monitoring team because it is both more effective and cost effective. They live in the targeted areas and thus know well the situation where children work and move about. Through the training and practical experiences, the community monitoring teams gradually gained an ability, responsibility and confidence in their decision-making to solve problems. Using the community network allows child labour issues to become more of a local priority, especially within community development programmes, so that ownership and sustainability are built from the ground up.

Both types of teams worked in closed cooperation and collaboration; they constantly shared information with each other through reports or meetings at the M/PCCL or the partnership meeting. Community leaders, parents and school staff assisted both monitoring teams to follow up on children's involvement in social protection programmes or education after their removal from a workplace. The collaboration of all partners deepened each participant's understanding of the child labour problem, which should improve the quality of future actions.

Training

A total of 39 child labour monitors (both community monitors and workplace monitors) were selected for the two types of teams: 15 labour inspectors, 6 NGO staff and 18 community people (each of the three teams had 4 government inspectors

except in Sihanoukville where there were 7 government monitors).

Despite the team members' various jobs and interest in helping young people, it was clear that they needed expanded awareness on child labour issues, such as the laws and policies (including the Education For All initiative), ministerial orders and the Convention on the Rights of the Child, and training on monitoring techniques.

A three-day joint training workshop on child labour monitoring was organized for both types of team members. The training helped build a strong alliance between the two teams who worked in solidarity to cross-check and verify each other. This mutual back-up system helped ensure that each working child was monitored both at the workplace and also with the family and in the community.

However, the monitors later commented that the three days of training were too short for the demonstration and group discussions and suggested that a "refresher training" would have complemented the "learning-by-doing" initiative.

With technical inputs from ILO-IPEC specialists, the teams developed the monitoring forms and checklist of working children.

The ILO-IPEC specialists also assisted in the developing of training topics, the programme and methodology for the teams. These topics varied depending on the context and the situation of children. For example, creating a workplace monitoring checklist and training on occupational safety and health assessment¹³ and database computer systems were useful in monitoring working children and child labourers. This also included other children identified as highly vulnerable to hazardous employment who received school materials, such as books, pens, pencils and uniforms and were included in the monitoring database.

The data entry staff also were trained and then assigned to each of the monitoring teams (both workplace and community monitoring teams): two data entry staff per team from the district DSALVY.

¹³ OSH assessment is critical for all three sectors because there has been no study/assessment carried out for policy and legislative purposes.

The data entry person's primary role was to enter information into the computer database management system. The data/information collected from the field was verified by each monitoring team and then passed to the data entry person. The computer management system was used as a tracking tool to follow up the targeted working children. The data entry system and format was created specifically for this project in collaboration with the National Institute of Statistics (NIS) within the Ministry of Planning. However, the system needed to be improved for smoother record keeping and to simplify its usage by all staff. The system served as an information network for use among officials at the community, provincial and national levels.

The collected data and information of working children and child labourers was stored in the computer database. It was a very useful system for monitoring children who were removed or prevented from entering hazardous work conditions and monitoring those who received other services.

Monetary incentives

In addition to critical pre-training, the project implementers considered the wages of the government labour inspectors as a key facet to the intervention's success. Cambodian labour inspectors receive a monthly salary that equates to less than US\$1 a day.¹⁴ The Hazardous Work Project did not include additional salary support but provided some funds for transport costs, though it was not enough because fuel costs increased during the project period.

The project implementers made available a transportation fee for the community monitors also. Such support is to be considered for the future in terms of necessary transportation coverage as well as incentives for the monitoring teams. Without this support it is very difficult to develop cooperation from the government staff. This is one of many challenges the Government needs to consider for the long-term sustainability of these programmes and activities. Future incentives also need to be

considered and could include rewards or certificates for whoever does a certain level of eliminating child labour.

Monitoring forms

After the training was completed, the teams developed monitoring maps of their targeted areas, a schedule, checklist and strategy (for further detail see the Annexes). The workplace monitors and community monitors made monthly visits to both formal and informal workplaces, including fields and homes, to monitor the working children. The forms were developed as a common tool for data collection. All information they picked up would be entered into a computer database for storing and analysing.

With their schedules and strategies, the teams began making regular visits to the targeted areas to identify workplaces and working children/child labourers, provide counselling, information and advice to employers, parents and employed children on child labour issues, labour laws, OSH issues and social protection referral services. As well, they provided awareness on the ministerial orders relevant to child labour, which as previously mentioned were not yet enacted in time for this monitoring project. The monitors also presented the provincial letter of instruction from the provincial governor to employers instructing them to stop employing children younger than 18 in salt, fishing and rubber plantation work and talked of the importance of education for all children.

Sharing information

The critical aspect of monitoring information is to share the information as timely as possible. Information sharing among the implementing agencies was done during monthly meetings. The monthly meeting aimed at discussing all information regarding the project implementation, including CLM in general, problems encountered and determining solutions to keep the smooth implementation of the project on track.

¹⁴ Cambodian civil servants receive a monthly salary of about US\$20.

Responsibilities and duties of the monitoring teams

Child labour monitoring team by workplace monitors

✓ Duties of the monitoring team

- Visit targeted workplaces to inform employers, parents and working children about the objective of this project as well as other alternatives for working children;
- Conduct regular monitoring visits to verify information in compliance with agreements and information in monitoring sheet;
- Verify monitoring information with other alternatives that families/working children have received under this project;
- Organize regular workplace sensitizing on child labour, its consequences, the value of education and available services;
- Provide advice on handling child labour to employers while conducting monitoring; and
- Team leaders verify information in the monitoring sheets prior to sending it to the data entry staff.

✓ Duties of data entry staff

- Regularly update information of each child, based on the monitoring sheet provided by monitors;
- Analyse information of each child and regularly update monitors and partner NGOs to take necessary supportive measures, in the case that a child's situation is not better off;
- Produce a data bank on all related issues, such as education, skills/pre-vocational training, income-generating activity, working conditions and others;
- Conduct joint community monitoring visit (once every month) to verify information on activities of working children in the communities.

Child labour monitoring team by community monitors

✓ Duties of monitoring team

- Visit targeted households/families/and family's workplaces to inform them about objectives of this project as well as other alternatives for families and working children;
- Conduct regular monitoring visits to verify information of targeted child according to community monitoring sheet;
- Verify monitoring information with other alternative opportunities that families/working children have received under this project;
- Organize regular community sensitizing on child labour, its consequences, the value of education, OSH and available services in communities;
- Provide counselling to families/working children while conducting monitoring; and
- Team leaders verify the information in the monitoring sheets prior to sending it to the data entry staff.

✓ Duties of data entry staff

- Regularly update information of each child, based on the monitoring sheet provided by monitors'
- Analyse information of each child and regularly update to monitor and other project staff to take necessary supportive measures, in the case that the child's situation is not better off; and
- Produce a database on all related issues, such as children's participation in education, skills training, income-generating activity and non-formal education classes at the community learning centres.

Both monitoring teams worked together to initially withdraw the children working full time in hazardous conditions. To withdraw and to monitor the children, combined interventions and strategies were well designed and planned. Strategies revolved around the rehabilitation of young people removed from

working situations and building the capacity of implementing agencies and communities to keep children away from hazardous employment. The following interventions linked to each other to prevent those children removed or potentially others from engaging in hazardous work:

1) Awareness-raising and sensitizing on child labour

As it is a primary step to prevent children from engaging in hazardous work, this activity was integrated into all strategies for child labour monitoring, community monitoring, education assistance and self-help services. Topics included occupational safety and health, national legislations and international obligations, such as ILO Conventions No. 138¹⁵ and No. 182¹⁶ and the issues and consequences related to child labour. The NGO partners led the awareness-raising and sensitizing activities in the communities, while the PDEYS partners undertook the same activity in schools. The involvement of teachers achieved great impact in spreading messages regarding child labour because of how much they are respected by children and communities. The project reached 1,409 (F=576) teachers and some 871 (F=98) employers and business owners. Typically the monitors went to employers and business owners and discussed issues, but occasionally, depending on time constraints and willingness, those individuals would meet in groups to talk about child labour concerns.

The effectiveness of awareness-raising and sensitizing activities also was enhanced through the help of child peer-group educators. These children were trained on communication techniques as well as the causes and consequences of child labour and could effectively spread messages to their families and friends; that campaign proved to be an effective activity in awareness raising. In addition, many children, parents, employers, workers and government representatives were involved in such events as International Children's Day and World Day Against Child Labour that were coordinated every year with implementing agencies.

Quiz contests on child labour issues were included

during those events and winners were given token prizes such as books, pens and bags. This is a very good incentive to encourage children to read the textbooks, posters, leaflets and other information on child labour issues. The awareness-raising activities reached some 32,933 (F=17,386) child participants, and 3,263 (F=2,276) parents and other community members also actively participated.

At the national level, the CLU worked to advocate for the integration of child labour issues into other line ministries to raise awareness among all government staff and officials and to encourage them to initiate actions for eliminating the worst forms of child labour.

2) Non-formal and formal education

The non-formal education (NFE) classes provided through the community learning centres (CLC) served as a transition point for those children removed from workplaces to be integrated into the formal education system. The CLCs were established in the target villages to make non-formal classes accessible to children. The CLCs were built in collaboration with the local community authority, based on available local resources with some support through the Hazardous Work Project. A total of 18 CLCs (six in each sector) were built through the project implementation. UNESCO contributed additional support for the provision of tables, chairs and latrines.

The NFE classes typically were two hours in duration and were scheduled according to the free time of the targeted working child. The partnering NGOs and the PEDYS selected educators to teach in the CLCs; the Department of Non-Formal Education trained them. The subjects covered literacy, numeracy, life skills (reproductive health, health education), child rights and child labour. The children attended a course for a period of six to eight months, after which they were assessed for reintegration into formal classes. During the Hazardous Work Project, a total of 604 (F=349) children attended the NFE classes and 280 (F=157) children went on to enrol in a formal school. Many of the other children were older and resorted to part-time work rather than

¹⁵ The ILO Convention on the Minimum Age for Admission to Employment

¹⁶ The ILO Convention on the Prohibition and Immediate Elimination of the Worst Forms of Child Labour, which Cambodia has pledged to ratify.

return to school. But the monitors kept watch that their working conditions were not hazardous.

The CLCs also now serve as the meeting venue of community committees and monitoring teams.

3) Vocational skills training

In all three sectors, the NGO partners used a strategy of contracting out the skills-training intervention to qualifying master craftspersons instead of sending children to an NGO or government rehabilitation centre. This strategy operated as a kind of apprenticeship. They train for four to six months and when skilled enough, they start helping in the business and earn from what they work on. The monitors advised them on the market demands for the various skills in their area and each child chose a type of skills training. The skills training made available was sewing, beauty saloon (make up, hair dressing) and motorbike and machinery repair. The training courses ran from six to twelve months, except for the motorbike repair which lasted from 18 to 24 months. Each young person was paired with someone qualified who was willing to train them. In total, 192 (F=141) children opted for skills training through the apprenticeship programme.

The project covered the training fees to the craftspeople that ranged from about US\$120 to \$250, according to the skill.

The apprenticeship approach proved to be a better strategy than registering children into rehabilitation centres run by the Government or NGOs. The apprenticeship strategy worked well within limited budgets and other resources. It also helped that the children could earn some income while in the training course.

4) Self-help groups

The child labour phenomenon primarily happens among families who lack decent incomes, marketable skills and, often, access to the capital. The self-help group approach also proved a strong element in the overall strategy and interventions to strengthen families that are extremely poor and to remove their children who work in unacceptable jobs.

The self-help group is designed to help families that

are poor obtain capital to start up a small business that can then bring in income to make up for what is lost once a child is removed from a job. To oversee the process and distribution of loans, a self-help group committee was created from key people in a village, such as the chief or commune leader, or taken from an existing Village Development Committee. A self-help group consisted of six to ten families that were selected based on specific criteria: the family should have a child labourer, widow or be single-headed, be extremely poor (no income as recognized by the committee) and have permanent residence in the area. For the group to work, all the families needed to trust each other.

The majority of members of the self-help groups were women. Once a group was formed and a leader selected among them, an agent (typically managed/coordinated by the partnering NGOs) provided training on the seed money principle, how to start up a business and how to pay back the loan, with interest. The interest charged is 3 per cent per month and the collective interest is divided as follows: 1 per cent goes to the self-help group committee for administrative, meeting and material expenses; 1 per cent goes to the community savings fund (to support other poor families or for existing members who need extra money to expand their business); and the last 1 per cent goes to the NGO partner. This intervention helped poor families stop borrowing from moneylenders who charge interest rates as high as 30 per cent per month.

The amounts of money loaned ranged from 50,000 *riels* to 200,000 *riels* (about US\$13 to \$50) per family, which was sufficient to make a small business and to repay the borrowed funds. Among the three sectors, a total of 827 (F=678) (125 groups) families received seed money. The types of businesses they pursued include retail shops, raising animal and making fishing materials. Those families participating in the activity showed a gradual increase in their income that then freed up the opportunity for their child to attend a non-formal education course or to enrol in a regular school.

Impact on monitoring teams and individuals

Obviously, all monitors had several roles to play: track targeted child labour, prevent new children from entering into hazardous work conditions and

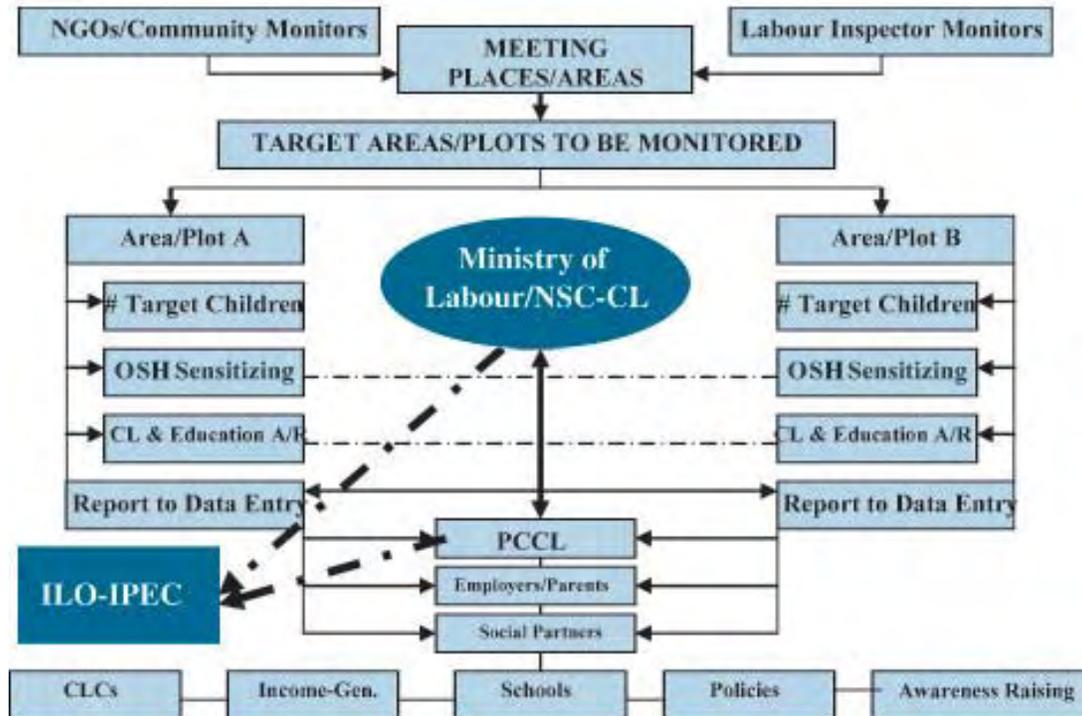
environments and to conduct child labour awareness raising at the local level on labour laws, international conventions and OSH for improving the working conditions.

The multiple roles provided the monitors with helpful opportunities: Contact between employers, parents and working children, for instance, established social alliances that encouraged an environment of cooperation; for example, community and local authorities and employers often reported child labour cases to the monitors. The monitors were recognized as “helpers” and reported having no problems with difficult employers. However, the diverse functions created overwhelming work on monitors, especially the community volunteers who received little benefit

from the project. The workload threatened the sustainability of efforts at certain points throughout the project (an issue that should be thoroughly considered in any future programme activity or planning).

The monitoring teams worked closely to share information and consult with one another for effective interventions and responses – not just within their sector, but the communication flowed across the three sectors. Strong collaboration with all implementing agencies, such as the Provincial Department of Education, Youth and Sports, and other line departments helped to mainstream child labour issues into individual programmes and plans, which helped create a common ground for improving livelihoods and working conditions.

Figure 1: Structure and mechanism of monitoring child labour



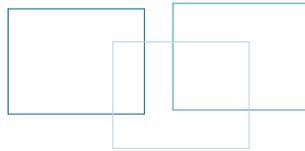
Through capacity building and practical experiences, the monitoring team members became self-confident and developed greater abilities to address problems, decision making, responsibility and planning by themselves. As well, they expressed remarks that the experience had empowered them to address issues they thought might threaten children's best interests. For example, if need be they felt relaxed in contacting officials in other agencies, such as UNESCO or the World Food Programme, to ask for assistance for children and families in an emergency situation, such as a flood or a fire in a village.

The participation from government officials, NGOs and community members provided enormous contribution in monitoring child labour and became a strong movement focused on children and child labour issues. This movement

bodes well for sustaining local ownership of the monitoring as well as the eliminating of child labour.

Experience with the Hazardous Work Project underscores that having an effective workplace monitoring mechanism in place is an efficient approach to properly remove under-aged children from unacceptable labour situations and can improve working conditions for others. It also proves to have sustainable impact.

The following sections provide a summary of the monitoring mechanism as it was applied to each sector. In total, the project's monitors successfully removed 1,280 (F=704) working children from hazardous working conditions and helped prevent some 2,295 (F=1,280) high-risk children from engaging in various targeted workplaces within the three sectors.



Child labour monitoring in the rubber plantation

The CLM mechanism and functions were applied consistently to all sectors to help in the coordination of project management. The workplace monitoring team was established with four labour inspectors from PDSALVY and the community monitoring team was created with six community volunteers. Two Kaksekor Thmey Organization (KTO) staff served as the team leaders. Two community volunteers from each targeted base were selected (Chub base, Thmar Pich base and Chrap base).

The situation of child workers/labourers in the rubber plantation is different from the other two sectors because of the semi-autonomous management of the private company and government services and because working families (parents and children) live in the rubber lots (no children worked in the latex processing factory). Therefore, the workplace and community monitors conducted their visits together as one team. Also, travelling from one rubber lot to another over hundreds of hectares was unsafe so working in one big team provided security.

As indicated in Figure 2, the community and workplace monitoring teams met each other at identified targeted areas of a rubber lot before they went to monitor working children under their responsibilities.

The 234 (F=133) full-time working children in the Chub rubber plantation were regularly monitored (once a month) by the monitoring team, which followed a monitoring timetable that guided them from rubber plot to rubber plot within the three bases. To share the monitoring duties and responsibility and because labour inspectors couldn't always be available, the workplace monitoring team focused on 82 working children and the community monitoring team followed 152 working children. (Because of the security situation, both teams arranged their schedules to meet up outside the area and travel together; once inside the rubber plantation they went separate ways around the rubber plots to monitor the children.)

The division of children was based on the number of team members and time and distance of travel.



Run Sinath, 17, shares his experience of working in a rubber plantation and his new life after finishing a course in motorbike repair. Now he trains two other children and earns US\$150 for each person he trains.

This model of working between the government and NGO/community monitors complemented each other.

The teams also monitored 750 at-risk children monthly in school and at home to prevent them from engaging in any hazardous work. The community and workplace monitors collaborated with school headmasters, school teachers, parents, children and local authorities to determine families' needs and how to respond to prevent children from engaging in hazardous work. The monitors also contacted employers to advise them not to employ children.

Both parents and children in families high at risk of child labour participated in regular (monthly) sensitizing training sessions. The topics included the root causes and consequences of child labour and its worst forms, ILO Conventions No. 138 (minimum age for employment) and No. 182 (worst forms of child labour), the UN-CRC and the benefits of education. The more active participants who received training were later selected to be peer educators. The adults were called "community activists" on child labour and they volunteered their time to educate others in the community on child labour issues. The children became "child peer educators" and worked to raise awareness and help other children in and out of school in ways to keep them in school (or return) and from seeking hazardous employment. The partnering NGOs on

trained them in producing relevant techniques and methodology, such as role-playing, child labour songs, pictures, posters and leaflets using simple, local language and child-centred approaches.

As a result, 234 (F=133) children were removed from hazardous working conditions in the rubber plantation. Among them, 52 (F=36) children sought out vocational skills training, 47 (F=32) children attended non-formal education classes and 49 (F=23) children enrolled in a regular school. The other 86 (F=42) children kept working but reduced their working hours.

The monitors reached another 750 (F=371) children with prevention activities to keep them from engaging in hazardous work. The monitoring teams worked closely with their parents, local authorities including teachers and school headmasters to identify their needs and possible solutions. These children were given school materials as incentives to attend school.

The multiple roles of child labour monitors provided them with opportunities to promote issues related to child labour in their contact with other social

workers. As well, they were able develop skills in communication and in responding to different groups of people (employers, parents and children), in project management and to advocate for the mainstreaming of child labour issues into other social programmes and activities, especially the Village Development Committee programmes and Commune Council programmes and plans.

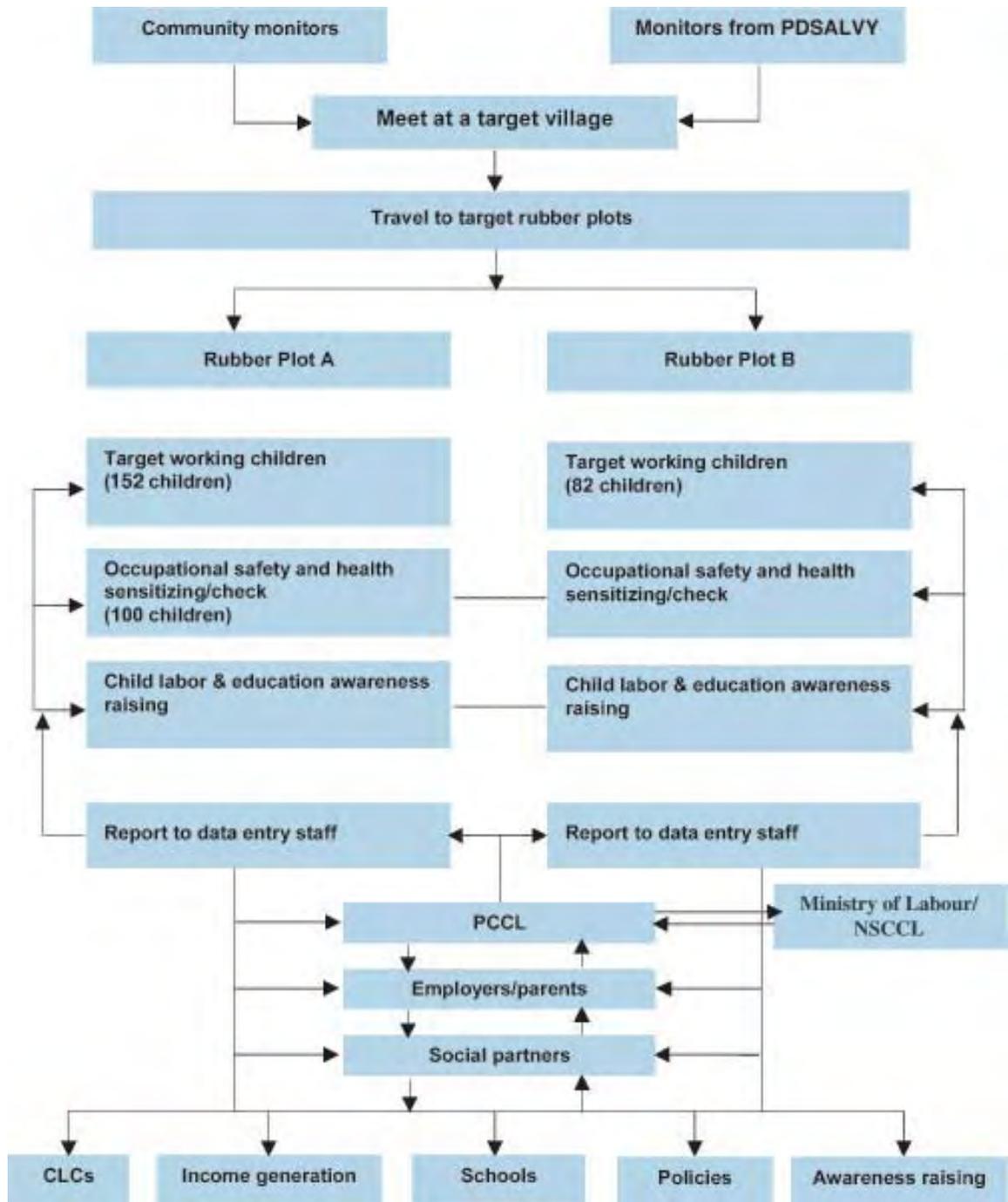
Difficulties the monitors encountered:

The conditions of employment in each targeted sector should be comprehensively researched and documented, providing a sound basis for development and adoption of interventions. In the case of the rubber plantation sector, interventions should have been more focused on parents and families, given that they are the main reason why children work (employers in rubber plantation do not employ children younger than 18) – earnings are based on the quantity of rubber sap produced. Parents relied on their children to help increase the amount of sap they collected. However, it is also necessary to work with employers in rationalizing workloads, quotas and wage rates of employees.



Children performed a play entitled "Hazardous Child Labour and Exploitation of children" during the International Children Day events

Figure 2: Rubber plantation monitoring chart



Child labour monitoring in salt production

Both the workplace monitoring and the community monitoring teams were used to monitor child labour in salt production, as Figure 3 illustrates. The workplace monitoring team consisted of four labour inspectors from the PDSALVY who concentrated on 166 formal workplaces. The inspectors began by first informing and counselling employers – identified in the baseline survey as having child labourers – about all relevant labour laws, ministerial orders and ILO Conventions No. 138 and No. 182. They also sought to improve working conditions/ environments and the occupational safety and health situation for all workers through awareness raising and education on hygiene and safety – and providing first-aid kits. The monitors encouraged employers to build latrines and shelters (both for workers to use for taking breaks and living accommodations) for employees because it would benefit both worker and employer.

The community monitoring team provided child labour awareness and counselling and encouraged children to enrol in school or for those aged 15–17 to choose other alternatives among the skills training.

In salt production, both teams initially conducted joint monitoring visits – working in pairs – to the targeted workplaces, which in this case were the fields. Eventually, the workplace monitors went alone to follow up with children at the workplace and to



ILO–IPEC supported a community leaning centre in Troey Kob to attract children away from salt production in Kampot province

check that employers were obeying the provincial letter of instruction. The community monitors visited the targeted children 10–15 times a month in the fields, depending on their time schedule. The workplace monitors also checked on children and employers 10–15 times a month. They paid particular attention to the working conditions, OSH issues and the implementation of the provincial letters of instruction.

Information sharing from the community level to the provincial level flowed well through formal stakeholder meetings, partnership meetings and reports to the Provincial Committee on Child Labour to set up effective strategies and/ or other alternatives to remove those vulnerable children on time. Decisions were made collaboratively and the NGOs, PDSALVY and PDEYS worked together to respond to the children's needs.

Even though the two monitoring teams worked together initially, responsibility for various children was divided among the staff because of time constraints among the labour inspectors, who had other duties to tend to as well. The community monitors worked full time – five days a week. The workplace monitoring team took charge of 126 working children while the community team monitored the other 319 working children.



Children are regularly monitored and happily attend a non-formal education class

The division among the teams was based on time available and number of monitors.

The two monitoring teams regularly monitored 445 (F=248) working children who were successfully taken out of the unacceptable jobs; the workplace team focused on 126 children while the community team oversaw 319 working children. Among those children removed from jobs, 60 (F=46) of them attended vocational skills training, 126 (F=66) attended the non-formal education courses and 90 (F=50) children found a place in a regular school. The other 169 (F=86) children reduced their working hours to an acceptable level and their employers permitted them time for non-formal courses.

In salt production, a total of 674 (F=350) children were successfully prevented from engaging in hazardous work and kept in schools. To approach this activity, the monitoring teams worked closely with their parents, local authorities including teachers, school headmasters and with them to determine the families' needs and find possible solutions. The monitors also advised employers not to employ children.

The monitors referred to the checklist of children and noted details to service providers for further action; for example, the NGOs then provided school materials, while the PDEYS provided assistance to children in accessing education opportunities, either non-formal or through the formal system, and the PDSALVY provided advice and counselling to children and their parents on the hazards of child labour and other related subjects and encouraged the parents to send their children to school rather than work.

Parents of children at a high risk of seeking hazardous employment were encouraged to participate in the self-help group activity so that they could receive seed-money loans and training for starting up a small business in exchange for sending their children to school.

The monitoring in salt fields followed the same strategy as in the rubber plantation, with one small exception. The teams did not meet at a field or identified area before they went to monitor working children because security was not an issue as it was in Kampong Cham.

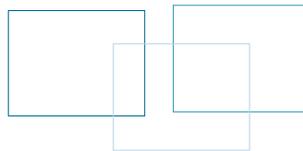
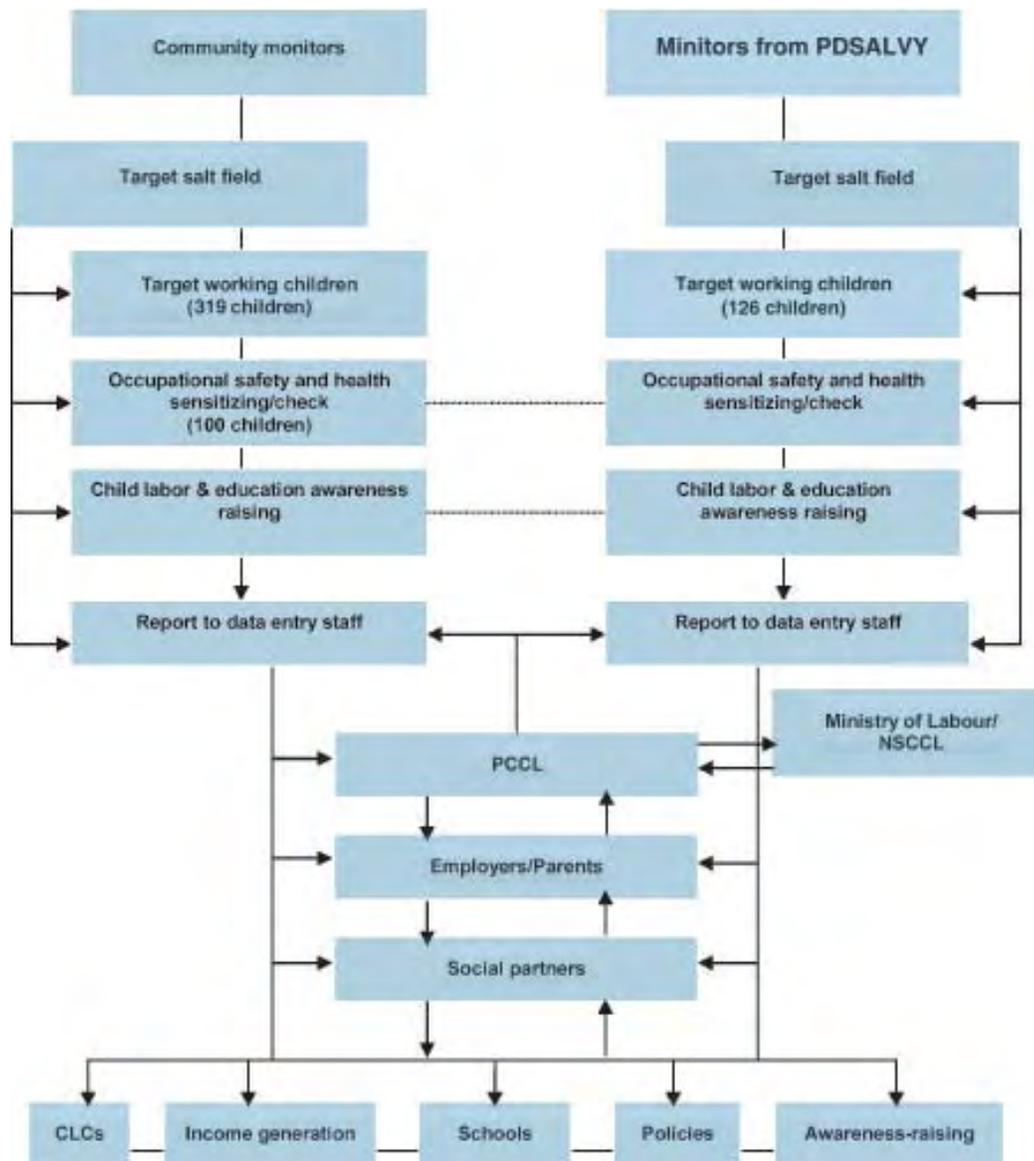


Figure 3: Salt production monitoring chart



Child labour monitoring in fishing and shrimp processing

Unlike in the other two sectors, as Figure 4 illustrates, the monitoring teams operated completely separately in the fishing sector due to the nature of where young people were found. Also, in addition to the four assigned labour inspectors, the workplace monitoring team included three district officers of the MDSALVY. The three district inspectors were asked to be involved in the project so that they could bring 1) local authority power to take immediate and effective action, 2) to build their capacity through their participation in the monitoring and 3) because they are close to the children and community and thus would save some transport costs during the monitoring. The workplace monitors made their visits to targeted processing factories in the villages/communities close to the sea.

Unfortunately, the project was not able to monitor children working on boats while out to sea. To do so required costly boat transportation and other safety equipment. However, the monitoring team recognized this limitation and made efforts to check those children's work schedule (when they were going out to sea and when returning home). Upon their return, the monitors sought them out to provide counselling and advice, including their parents in the discussions and lobbying them to send their children to go school.

The community monitors visited informal workplaces (shelling crabs and shrimps at home or on the docks, for instance) and the workplace monitors visited the formal work sites, such as factories (there are food processing factories in the three targeted areas of Koh Jiang, Stung Hav and Tumnop Rolork). The community monitors also sought out another 1,250 children at risk of such employment to talk with them and their parents about child labour, health and safety issues, the value of education and alternatives for income generation.

Monitors targeted 601 (F=223) full-time working children once a month, based on their monitoring timetable. The workplace monitoring team focused on 271 working children while the community team



Girls received skills training in hairdressing in Stung Hav, Sihanouk ville

focused on 330 working children.

Information sharing from the community level to the municipal level proved to be very crucial in this sector to catch child labourers who shifted between the formal and informal activities. For example, some children worked in processing factories some times and then on boats. Also, some boat owners stayed at home and to reach them involved find out where they lived.

As in the salt production and rubber plantation sectors, to remove children from the hazardous employment, the monitoring teams worked together with key local authorities, parents, the children and employers. Once targeted children were removed from their jobs, the monitoring activity centred on following up and ensuring that those children remained uninvolved in hazardous work. Additionally, the monitoring activity provided information on whether interventions responded to the needs of those children and/or their parents. The successful withdrawing of children from work was dependent on the combination of interventions and strategies.

Working together, the implementing agencies were able to confirm that the provincial letter of instruction was obeyed and that children were taken out of the unacceptable jobs. The NGOs focused



Children removed from hazardous work talk with a technical child labour officer, Sub-regional Office during a field visit

the non-formal education programme, organizing self-help groups for income-generation and savings mobilization and providing vocational training opportunities for the children removed from employment. At the same time, the MDEYS concentrated on mobilizing school teachers to take action on talking to students and parents. The MDSALVY worked on policy development, the action plans to combat the worst forms of child labour, monitoring workplaces and sensitizing on employers, boat owners and workers on the negative impacts of child labour.

As a result of these efforts, 601 (F=323) children were removed from hazardous working conditions or full-time employment. Of them, 80 (F=59)

children went to vocational skills training, 151 (F=94) children chose to attend non-formal education classes, 141 (F=84) went to formal school classes; and the remaining 229 (F=86) children reduced their working hours and attended non-formal education classes.

The project reached some 1,571 (F=559) at-risk children in efforts to prevent them from engaging in hazardous work. These children were given school materials as incentives to go to school.

Difficulties the monitors encountered:

- ✓ It was difficult to find the working children because they moved from one workplace to another, depending on available work. Some children moved to other places with their family.
- ✓ There was a lack of transportation and incentives for the monitors. The monitors needed a boat to follow up children when they are out to sea. Otherwise, the monitors had to wait around to find them when they returned.
- ✓ The database staff were limited in their capacity to analyse the data. New staff were not trained. The CLU especially needed equipment and training on how to manage the child labour database as the national body.

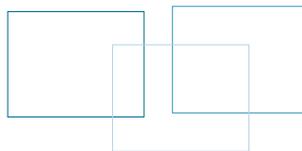
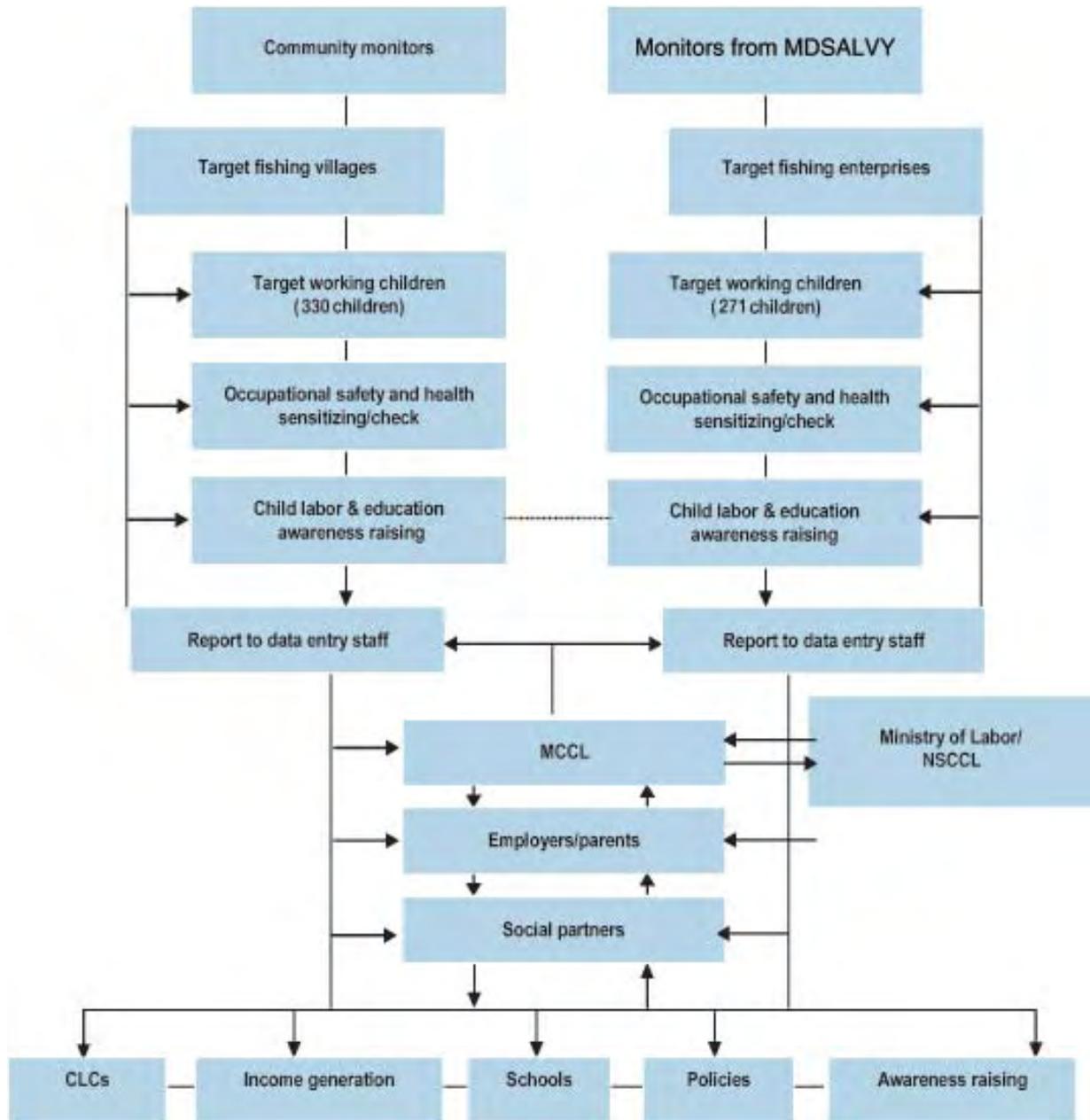


Figure 4: Fishing monitoring chart

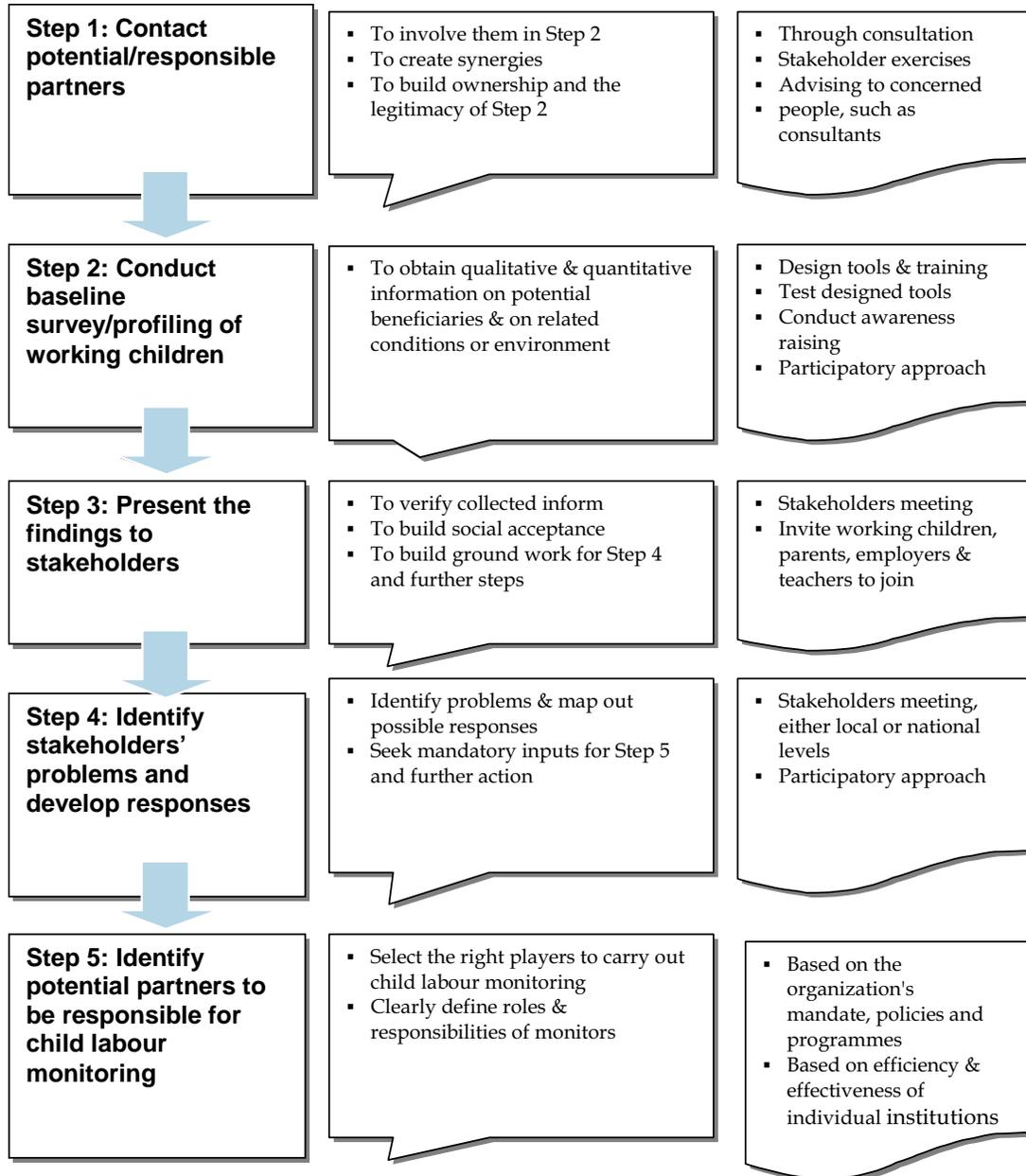


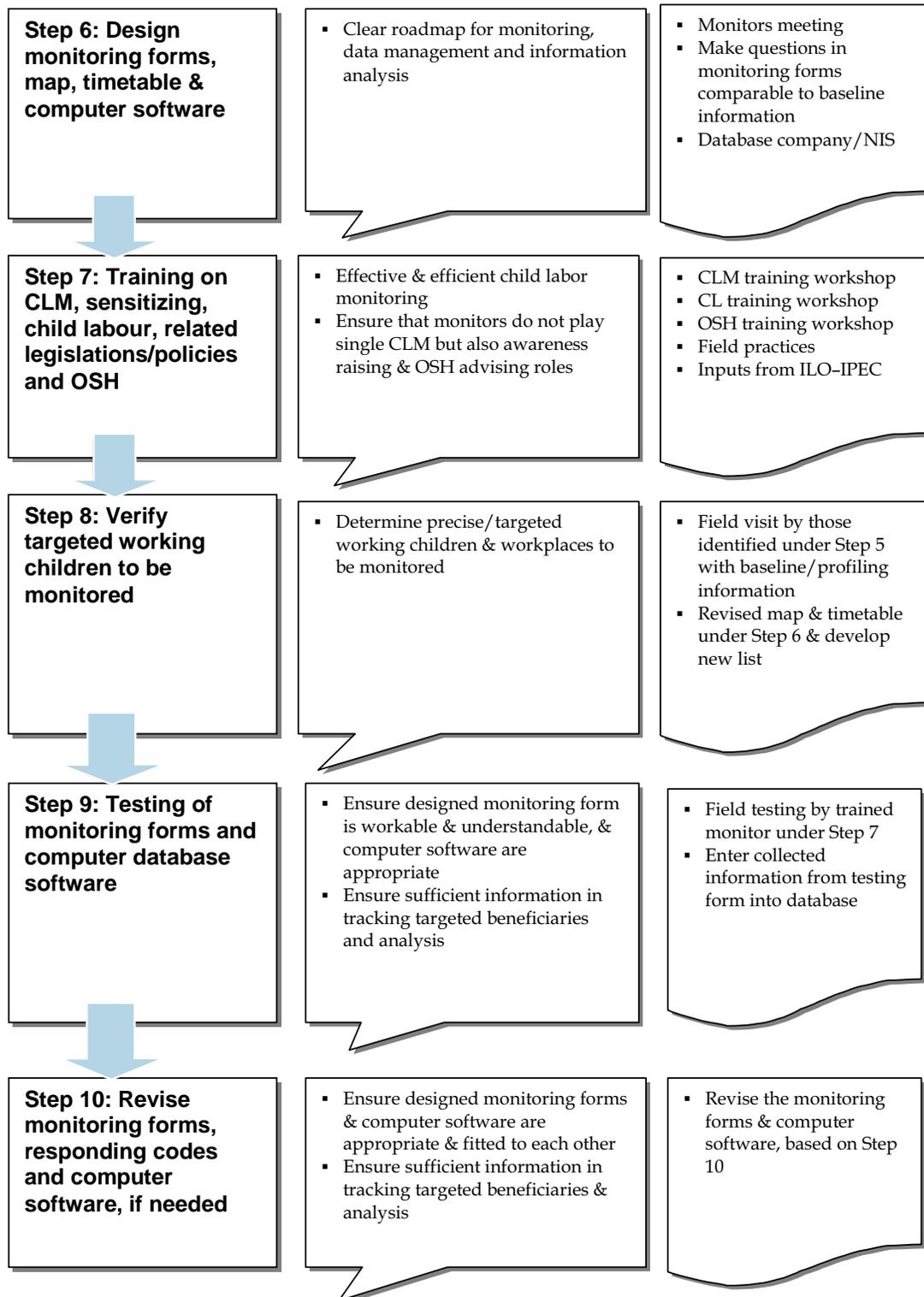
V. SUMMARY OF THE CHILD LABOUR MONITORING PROCESS IN CAMBODIA

The following matrix summarizes, for easy overview, the three primary phases of the CLM process: 1) preparatory, 2) monitoring and 3) post-monitoring.

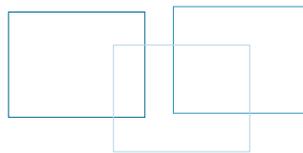
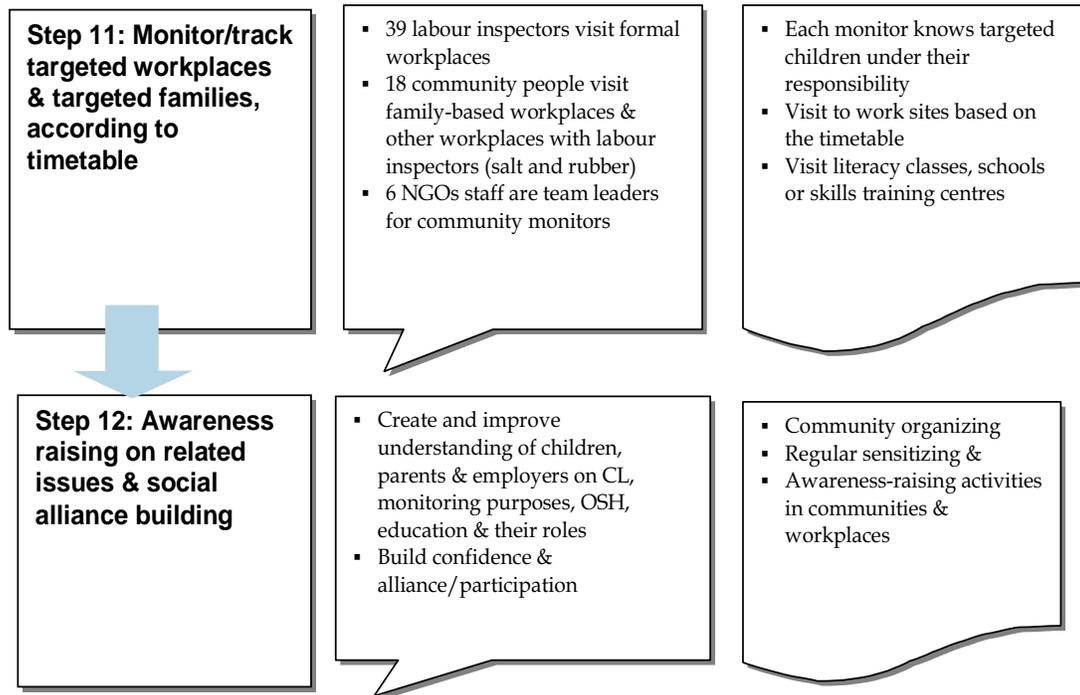
The process in each phase was applied to all sectors and implemented by both monitoring teams.

Preparatory phase

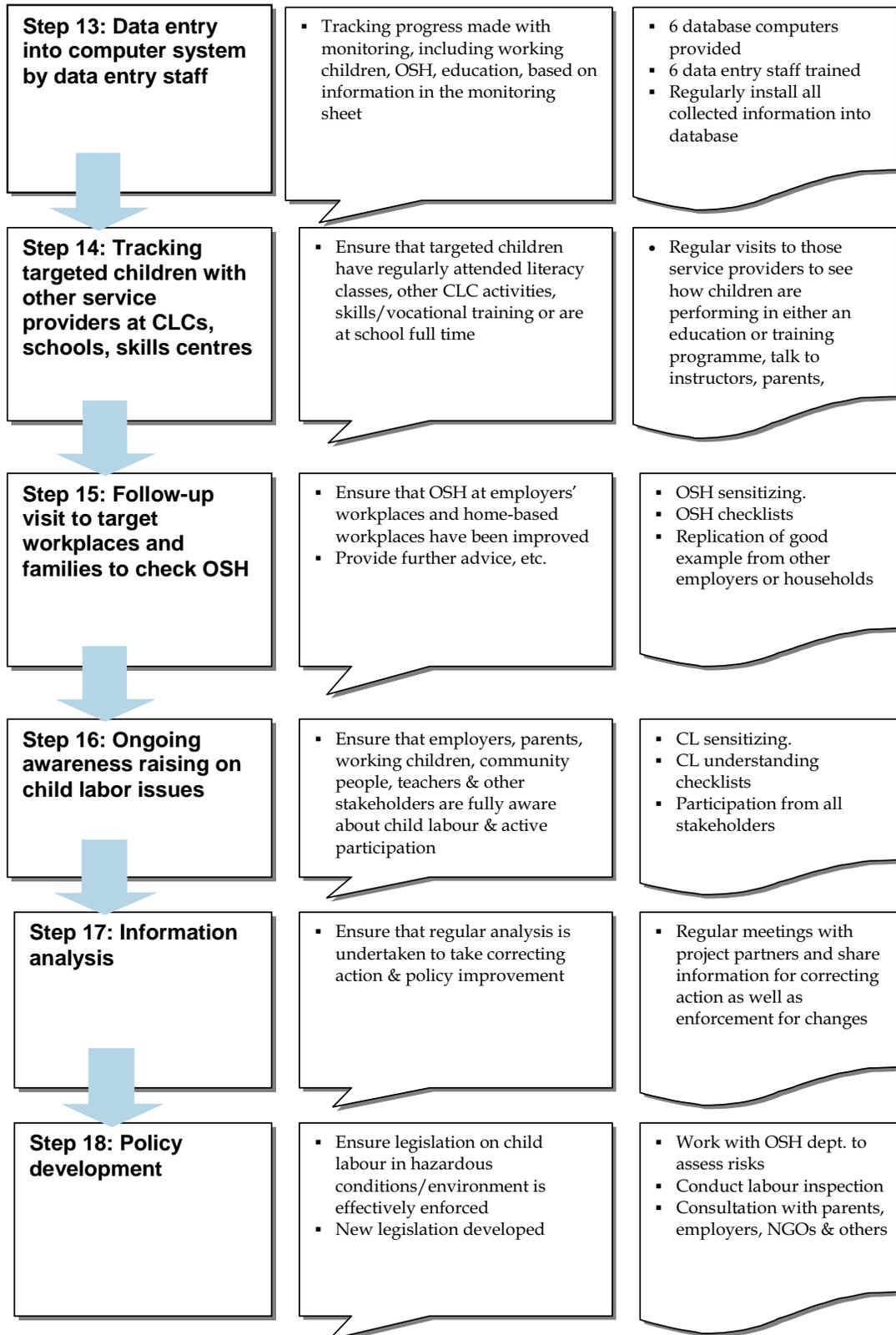




Monitoring phase



Post-monitoring phase



VI. TOOLS USED IN CHILD LABOUR MONITORING

Various “tools” are critical to the CLM process; these are necessary to apply a uniform system and standards required for an effective monitoring strategy. The tools developed for the Cambodian monitoring project are as follows, with copies provided in the Annexes:

- ✓ **Monitoring maps:** It is important that monitoring maps (one per commune) be developed before the monitoring activity takes place. Each map should indicate clearly the places, both formal and informal, where targeted children are working and where they live. It also should indicate where working children are accessing services or centres for vocational training.
(see Annex 1: Monitoring map)
- ✓ **List of targeted children:** A baseline survey is imperative to determine how many and whom to target. Once a baseline survey has been conducted, a list of targeted children to monitor can be developed. This list should indicate the name of each child and their parents, age, sex, village name, school status, where they work, etc.
- ✓ **Monitoring form:** To guide in the collection and recording of information, each monitoring group developed a form to assist them. A discussion workshop was first organized to draft a checklist of necessary details to obtain and then it was tested in the field. During their visits to workplaces, villages and homes, the monitors carried the checklist forms for each child. The information they obtained through interviews and observations were then promptly recorded. These forms have blank spaces for details about the workplace and its supervisor or foreman, the age of children found, name of parents, conditions of work, action undertaken and other useful information. There are two monitoring forms used in this activity.

a/ Workplace monitoring form. This form is used by workplace monitors and primarily relates to employers though it records details of each child in

a workplace and information about what is to be done with them in the next step.

b/ Community monitoring form. This form is used by community monitors for information collected from parents, children and teachers for use in monitoring the children attending school, non-formal education programmes and vocational training, as well as details of children removed from certain workplaces and those considered at risk of hazardous employment and the numbers of children of all families involved in the project. (see Annex 2: Monitoring form)

- ✓ **Monitoring timetable:** To smoothly perform the monitoring activity, timetables created an orderly pattern or routine for following each of the targeted children. The timetable indicates time/date, area/plot and name of the monitoring team to meet a specific child. It not only helps to perform the monitoring activity, but helps the project manager/coordinator follow up or locate a monitor. To develop the timetable, both the workplace and community monitoring teams worked together, especially those who conducted joint monitoring (rubber plantation and salt production).
(see Annex 3: Monitoring timetable)
- ✓ **Database management system:** Upon completion of each team’s visit with a child or employer, the information needs to be stored in an easily accessible but safe (from accidents, heat and humidity) format for many people to access. A computer database provides such a place. The programme used in the Cambodia project was designed for the three sectors and can be copied or transferred to another computer easily. If all the information gathered during monitoring and verification visits is entered into a computer file, it can be printed and directly used and distributed when needed.
(see Annex 4: Database management system Preface)

The database is an important tool for

monitoring child labour. It gives the monitors the opportunity to store the information they collect immediately after their visits so it can be analysed and inform any prompt and effective measure needed in a specific case. The information in the database also is important for appropriate planning of future monitoring visits to workplaces, villages and social protection sites. The database facilitates the team's efforts to fulfil reporting requirements set by the project's donor and by ILO-IPEC, in particular, progress and situation reports about current trends in child labour recruitment and removal.

- ✓ **OSH checklists:** The occupational safety and health checklist was written for all three sectors in both Khmer and English to share with other INGOs and to be useful for reporting to donors. The main purpose of the checklist is to verify the health, hygiene and working environments at workplaces for the benefit of children and to inform employers what they should be doing. The checklist asks for the name and age of working children and their parents, conditions of work and details about the employer for further action that might be initiated.
(see the OSH Checklist Booklets, which are available at the IPEC Office in Phnom Penh)
- ✓ **Legal basis:** Having a legal basis for monitoring activities is extremely necessary for effectiveness and sustainability. Labour laws, ratified international conventions and national regulations that relate to child labour issues provide the legal umbrella for implementing the CLM process. All monitoring members were trained on related law and policies for their basic knowledge so that they could rely on these as authoritative references during their monitoring and interventions. Relevant laws and policies were also integrated into awareness-raising activities to improve understanding among employers, adult workers, children, parents and the community.

The recent experience from the Hazardous Work Project reinforces how legal frameworks are essential for supporting a child labour monitoring system. For the Cambodian project, the Government issued seven ministerial orders: 1) Prohibition of hazardous child labour; 2) Determination of the types of light work and employment that can hire children at least 12 years old; 3) Working and living conditions in plantations; 4) Working and living conditions in fishing; 5) Working and living conditions in salt production enterprises; 6) Working and living conditions in brick-making enterprise; and 7) Working and living conditions in the garment and footwear sectors.

The Cambodian ministerial orders are akin to a law and fill a legislation gap; they are approved and released by a government minister. As earlier explained, six of the ministerial orders relevant for the Hazardous Work Project were not approved in time and required provincial letters of instructions, or subministerial orders. These were smoothly developed and respected by employers and parents; thus it was possible to withdraw or stop children from hazardous work while the ministerial orders were waiting approval. These policies and the legal framework were consistent with international standards, such as ILO Conventions No. 138 on the minimum age for admission to employment and No. 182 on the worst forms of child labour and the CRC, which are powerful instruments for using to stop child labour. Cambodia ratified Convention No. 138 on 28 August 1999 and Convention No. 182 finally was endorsed by the Council of Ministers on 2 Feb 2005 and is expected to be ratified within the year.

The CLM process is most effective when it operates in social partnership with local authorities, teachers, parents, children, employers and health workers to ensure that all working children and child labourers are protected and are not working in violation of the law or applicable regulations. Social partnerships can more easily mobilize resources – technical and financial – for obtaining necessary information, integrated planning and in building a legal base to confront child labour issues, especially with the child labour monitoring activity.



Children from different backgrounds participate in a workshop on the preparation of the time-bound programme (TBP) in Kampong Cham

Information flows

All information and data management of the child labour monitoring activity was recorded and analysis included where applicable. This resource then was made available to the implementing agencies before being submitted to the municipal/provincial Committee on Child Labour for regular partnership meetings. The records and other related project documents, such as quarterly reports, mid-term evaluations, final evaluations and other related issues of child labour, also have been shared.

The information also was made available to all line ministries up to the national level (MOLVT) and with donor agencies. As Figure 1 illustrates, the information flows from the local to national and other stakeholders, particularly the National Sub-Committee on Child Labour and its Child Labour Working group.

The information collected from the monitoring teams throughout the project's three-year duration

served as the basis for setting up or designing the programme of action in combating child labour in Cambodia. For instance, the provincial plans of action, child labour issues and the monitoring mechanism were mainstreamed into the SEILA programme (a local governance and community-development programme that expected for a long run which implements the National Poverty Reduction Strategy (NPRS) and contribute to the Cambodia Millennium Development Goals (CMDGs).¹⁷ This will have significant impact on the sustainability of the child labour monitoring system in targeted areas and in the country.

However, a lack of technical and financial resources created some difficulties for thorough information collection and thus analysing. Comprehensive information on children is greatly needed in Cambodia, with special attention to those in special circumstances and high vulnerability to labour migration, natural disasters, trafficking and HIV/AIDS epidemics, which are considered emergency phenomena in the country.

¹⁷ The CMDG aims to reduce the proportion of child labour from 16.5% in 1999 to 13% in 2005 to 8% by 2015

VII. IMPACTS AND CHANGES

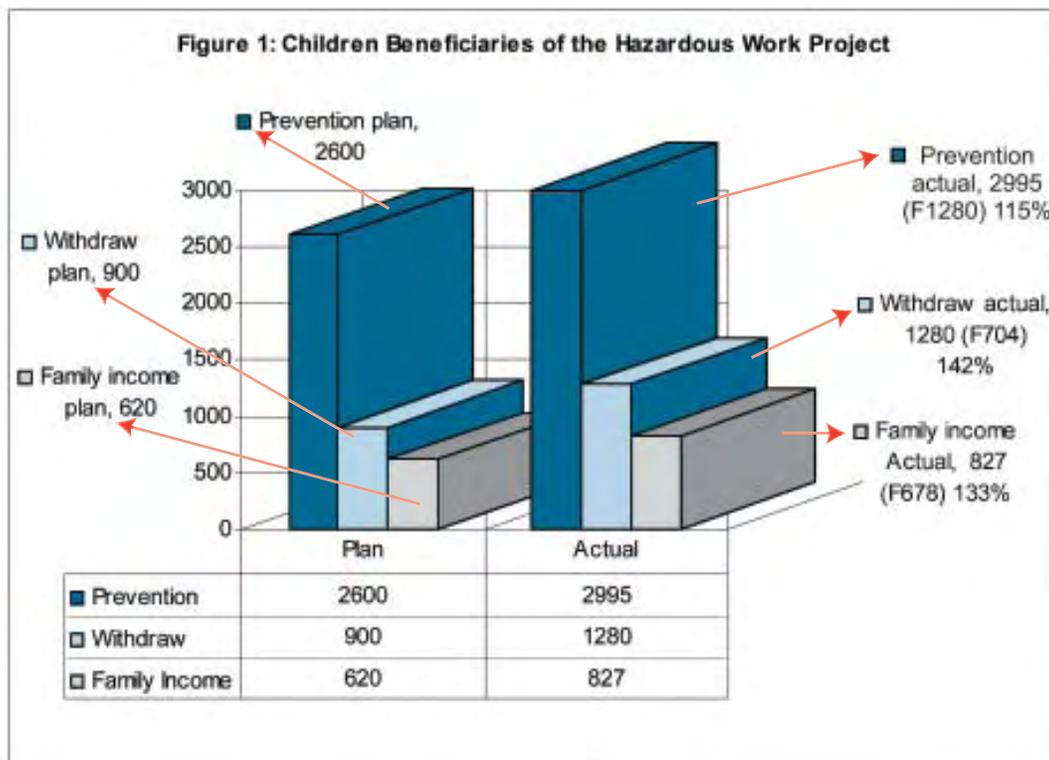
- ✓ The understanding of the dangers of child labour, the need for international conventions on child labour, the value of education and other relevant issues has been extremely improved with the Hazardous Work Project interventions. That understanding has built a stronger foundation for improving children's lives in the places where the project operated. As a result, more parents have sent their children to some educational or vocational training programme instead of sending or allowing them to remain in unhealthy work, even for additional income often desperately needed by families.

Through the project interventions, 1,280 (F=704) children were removed from hazardous working conditions and provided with alternative support for

vocational skills training or reintegrated into formal and non-formal education. This is 900 more children than what was initially targeted. Another 2,995 children (F=1,280) were counselled and sensitized on the dangers of child labour and considered as having been prevented from seeking hazardous employment. This was over the initial target of 2,600 children.

The following chart shows a comparison between the project's intended outputs and actual achievements that resulted because of the monitoring system.

- ✓ Cooperation and collaboration between employers and project staff were very impressive. The common understanding of all those involved on the elimination of child labour and children's benefits has gradually



been built up. Additionally, the provincial letters instruction were adequately promoted and led to the prohibition of children in certain types of employment and insisting they be sent to school.

- ✓ OSH has improved among workplaces in the three sectors; for instance, proper passage ways for workers, latrines, drinking water and first-aid kits were provided by employers. All monitors were trained to carefully survey the OSH issues to check the health, hygiene and sanitation situation and working conditions of targeted children.
- ✓ The Provincial Committee on Child Labour, implementing agencies and child labour monitors now have a better capability in

doing their jobs so that the knowledge and concepts of child labour issues will be consistently maintained on the ground. This should protect the sustainability of achievements. In addition, the policies such as the Provincial Instruction on Measures to Prevent and Eliminate Child Labour in Hazardous Works and the various ministerial orders that will soon be officially in place will continue to serve as important tools for working toward the elimination of the worst forms of child labour. A provincial plan of action (PPA) against the worst forms of child labour has been developed by all line departments; eventually this PPA will integrate all child labour issues into each individual plan at the provincial level for further implementation.



A workplace before the hazardous Work Project



The same workplace after the completed project



A workplace before the hazardous Work Project



The same workplace after the completed project

VIII. SUSTAINABILITY

The hazardous work pilot project has broken new ground for international and local NGOs and government institutions as well as multilateral and bilateral support for eliminating the worst forms of child labour. Through the initiatives within the project that targeted the three sectors of rubber plantations, salt production and fishing, the impacts of the project show very healthy achievements and aspects. However, these successes need to be carefully maintained with an ongoing monitoring system on child labour. Further analysis to inform wider initiatives in other parts of Cambodia for the purpose of abolishing the worst forms of child labour issues also is needed.

The sustainable aspects within this project are:

- ✓ **Capacity building:** As the project relied on working partnerships with government institutions and local NGOs, prior to and during the implementation stage, key officers and staff from implementing agencies were provided capacity building to properly equip them with needed knowledge and abilities for successful implementation of the project. The project's success required skilled, capable and dedicated managers, key implementers and capable local partners and thus leaves behind a variety of individuals with improved management skills. They are now trained to face and overcome difficulties that they will encounter when they implement other projects. The project provided several training sessions during the period of implementation, such as project management (design, monitoring and evaluation); child labour monitoring and awareness-raising methods; OSH; and seed money, savings and small business management.
- ✓ **Policy development:** Legislation, policy development and enforcement of applicable regulations and laws on the worst forms of child labour now in place directly address the sustainability of the project to a large extent. Currently the project has supported the development of the seven ministerial orders aimed at eliminating child

labour, especially in the three sectors of rubber plantation, salt production and fishing/shrimp processing that will continue to provide the legal basis for enforcement.

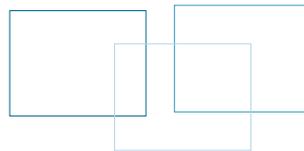
- ✓ **Behaviour changes:** Resulting from capacity building and from their day-to-day experiences in implementing the action programme, changes in perceptions and attitudes are evident among stakeholders. They have mainstreamed child labour issues into their organization's plans and in suggestions to problems and concerns still prevailing on child labour. Communities plan to maintain the CLCs developed for the project by using their existing resources; they have integrated educators into the personnel staff of the relevant departments. Among parents of working children, perception shifts are evident. Their enthusiasm is clearly seen when discussing the status of their business they started through the project. As noted, some children continue to work but their working hours are less and the working conditions are of no harm for their education and health.
- ✓ **Understanding.** Employers, adult workers, working children and families in the targeted areas seem to be far more aware about the dangers of child labour and thus the value of education and more decent alternatives that bring economic empowerment, which is critical toward eliminating child labour in the long term.

Despite these core changes, full sustainability is probably not a reality in the Cambodian context. But the child labour monitoring system and other practical interventions must be taken forward to find a model that is as workable as possible for eliminating child labour issues in the country.

The Ministry of Labour and Vocational Training is newly established (August 2004) and thus the structure at the local level has yet to be created properly. The former Ministry of Social Affairs, Labour Vocational Training and Youth Rehabilitation was not very effective at the local level, particularly at the district level because of the lack of both

awareness raising and community monitoring, technical and financial resources to make interventions or provide assistance to children when needed, such as means of transportation or programme intervention on child labour for their districts. Therefore, child labour monitoring and/or the elimination of the child labour activities will need to continue to be led by NGOs and the community in closely cooperation with the local government. This means provisions for effective child labour monitoring and sustainability shall be built into the

government structure from the national to local levels. The forthcoming time-bound programme (TBP) in Cambodia (2005–2008) for eliminating the worst forms of child labour will target both the Hazardous Work Project’s three sectors plus expand to include brick making, portering and child domestic labour in the provinces of Banteay Meanchey, Kampong Cham, Kampot, Kep and Siem Reap and Sihanoukville and Phnom Penh municipalities.



IX. LESSONS LEARNED

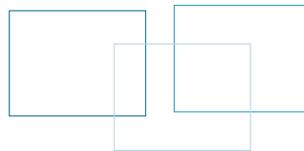
- ✓ Baseline survey or profiling is a must before any form of child labour monitoring can take place because it informs the monitoring strategy as well as provides a basis for setting priorities in terms of sectors and areas and the needed response. However, it consumed much of the project's budget and time.
- ✓ From the preparation point of view, it is important to start from the beginning with the involvement of key partners – NGOs, relevant ministries and departments (in Cambodia: PDSALVY and PDEYS), including planning and statistical offices, school teachers, local authorities and community activists – to help in conducting the baseline survey or profiling of working children. Their involvement will not only provide opportunity for capacity building and participation, but also build up social alliances and trust among responsible institutions and targeted beneficiaries as well as ownership of those concerned in addressing the issues.
- ✓ The participation of employers and parents in the preparation phase is very important, in particular in the baseline survey or profiling. Their participation from the beginning helps ensure the success of the project, as they understand fully what is involved and why and can take part in the “ownership”. However, practical goals need to be carefully explained at also from the beginning so as not to create any overwhelming expectations from them that are beyond the sustainable development and ownership of the idea. But participation and collaboration from employers for information collection needs to be clear and honest; otherwise it can create bias results, which can jeopardize information for planning and the success of interventions.
- ✓ It is significant to verify information, gathered from baseline survey or profiling, with employers, parents and working children in order to seek practical responses to the issues as well as building trust. Verifying information provided by the baseline survey or profiling is vital and must be done before the actual monitoring. It will ensure the precise numbers of targeted working children to be monitored and also be helpful for devising the monitoring plan.
- ✓ The child labour monitoring system, which mobilizes labour inspectors for formal workplaces and NGO staff and community members for informal workplaces, is an effective and efficient mechanism. Moreover, it is a cost-effective approach that any government with scarce resources can maintain and replicate after the completion of an initial project.
- ✓ Dealing with government staff and local community people in child labour monitoring requires a lot of time for training as well as incentives to maintain their commitment. The pilot project's three days for training was insufficient; monitors expressed a need for five to seven days.
- ✓ Concerning referrals as well as advising, the child labour monitoring should not solely focus on the targeted working children but also offer advice aimed at increasing understanding about child labour and its related consequences and occupational safety and health to improve working conditions for adult workers and higher productivity.
- ✓ Monitoring tools, which include the monitoring forms, must have uncomplicated questions and be designed to fit an A4 page format. Responding codes should be created to fit a database computer system and an information analysis purpose. The recent experience has shown that it is far from easy to depend on project implementing partners (NGO or government staff) to analyse the information. The system needs to be designed so that anyone could analyse the information. However, this difficulty most likely will differ from one country to another.
- ✓ Pre-testing of designed monitoring forms and computer database system is a must, even if it requires more time or resources.

This can be done after training is provided to monitors and data entry staff.

- ✓ Maps of targeted area must be clearly designed. It should not only indicate the targeted monitoring sites, but also schools, community learning centres and other service providers where monitors can easily advise working children and/or their parents to access. Moreover, the number of targeted working children to be monitored should be indicated on the map for easy reference.
- ✓ The monitoring timetable is very crucial for all monitors to effectively and efficiently plan their regular monitoring. It might not be good to share the timetable with employers or parents because they will try to polish up the venue or situation before a monitor

arrives. It is not only significant for regular visits, but it is helpful for monitors who play multiple roles, including child labour sensitizing and OSH checking and monitoring.

- ✓ Conditions within a target sector should be comprehensively researched and documented, providing a sound basis for development and adoption of interventions. In the case of the rubber plantation sector, interventions should have focused more on parents/families, given that they are the main reason why children work (they ask their children to help out to increase the family's daily earnings, which are based on quantity of sap collected). At the same time, it is also necessary to work with employers in rationalizing workloads, quotas and wage rates of employees.



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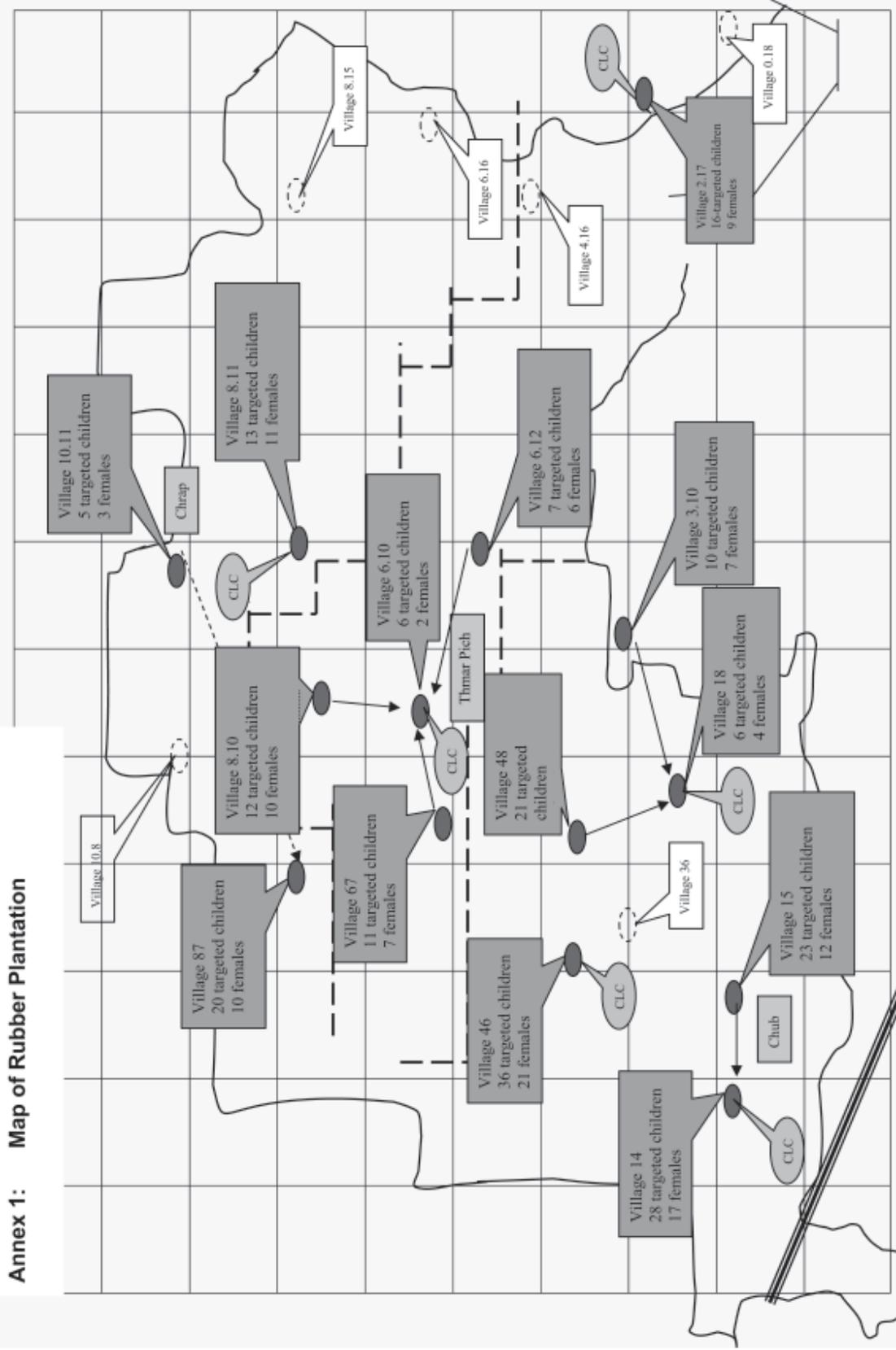
Progress reports of implementing partners in salt production, rubber plantation and fishing sectors.

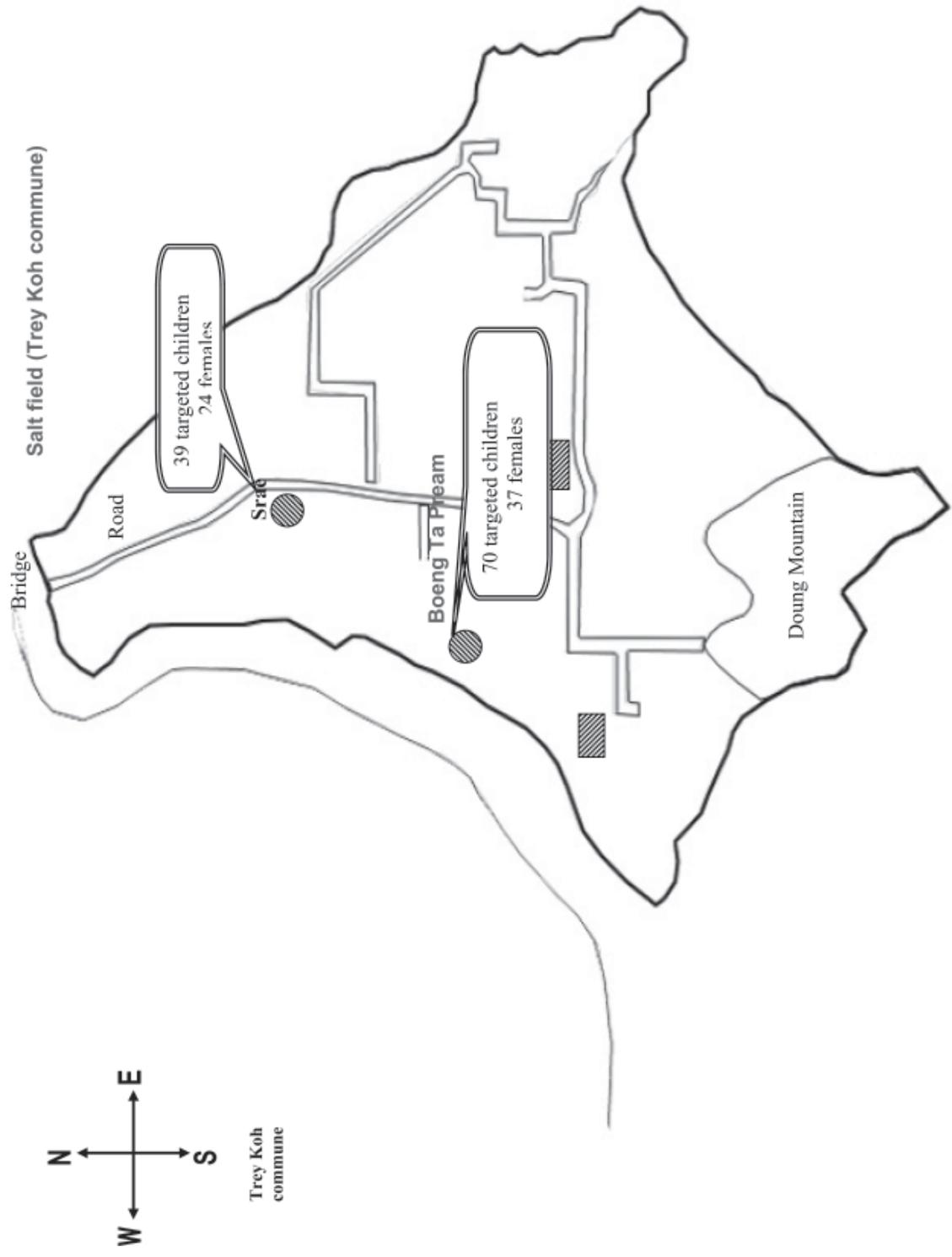
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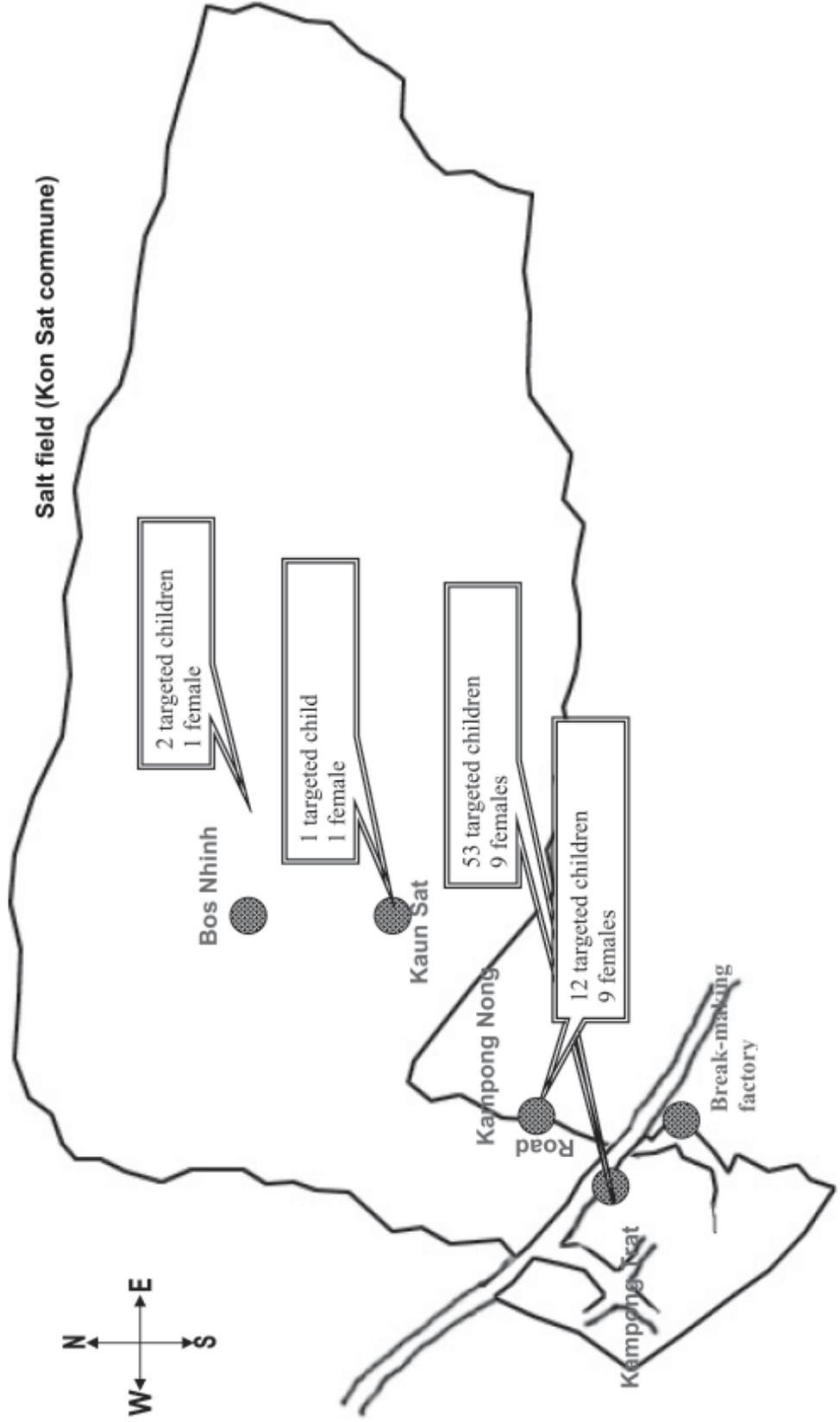
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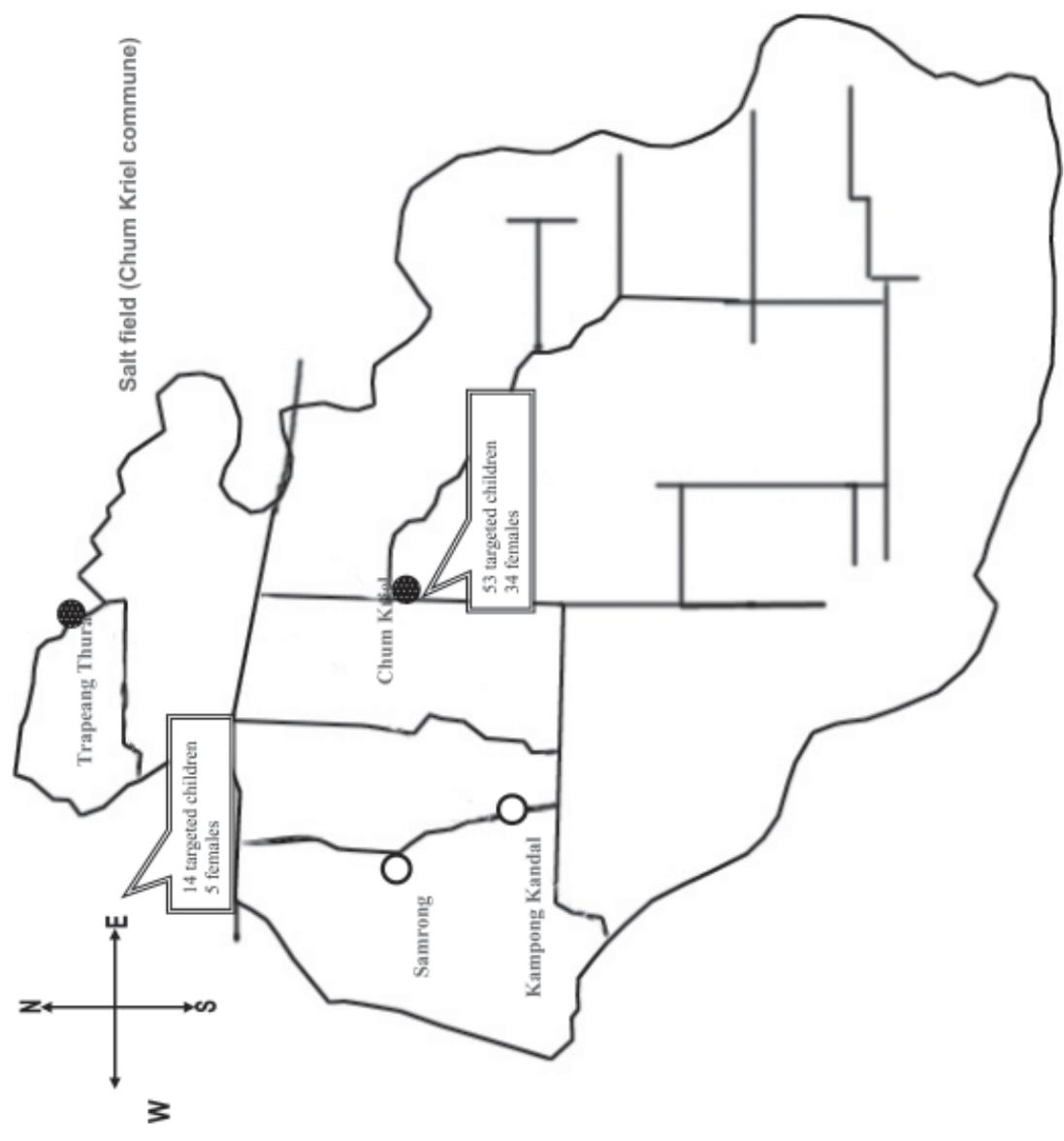
ANNEXES

Annex 1: Map of Rubber Plantation

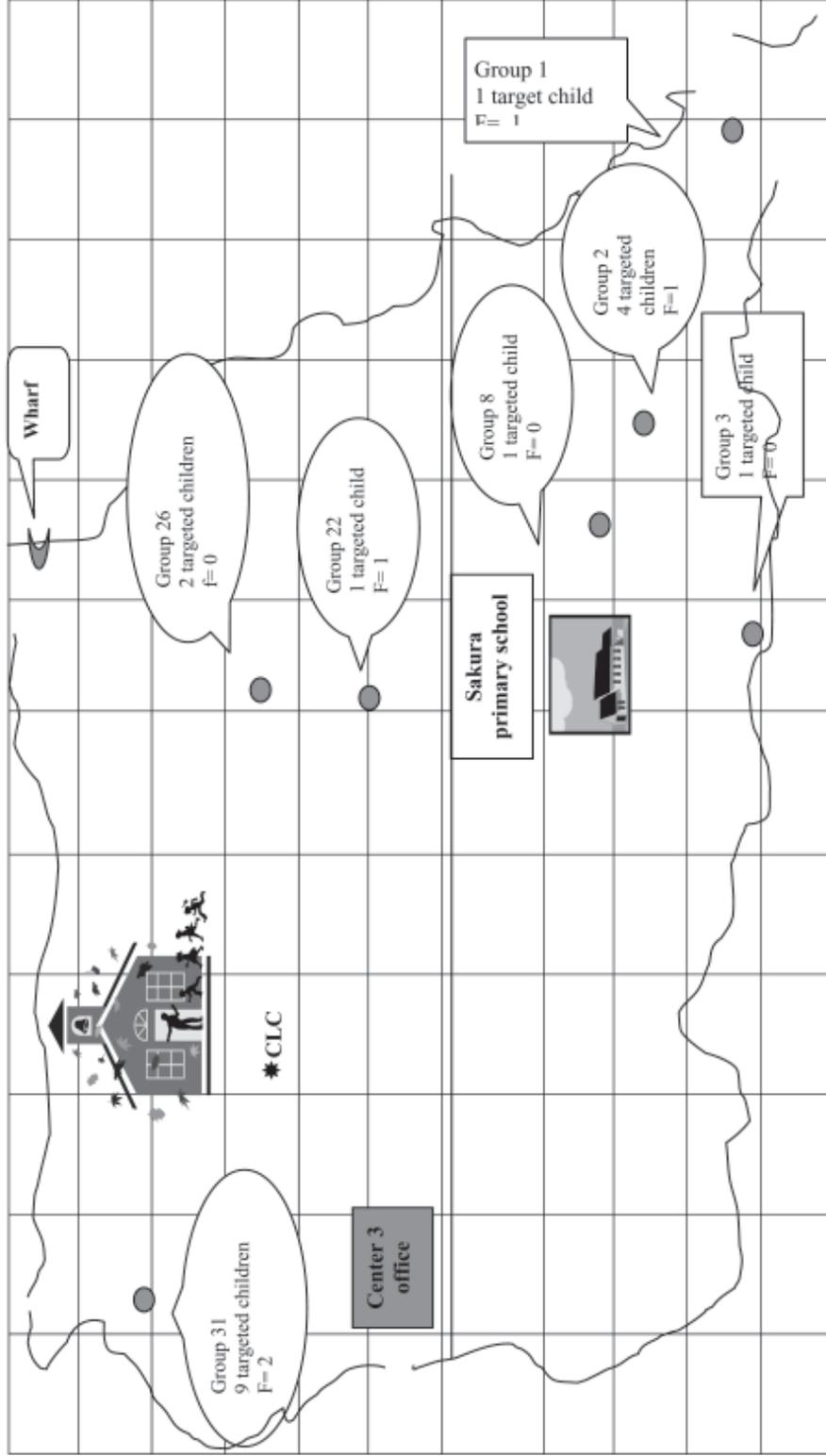






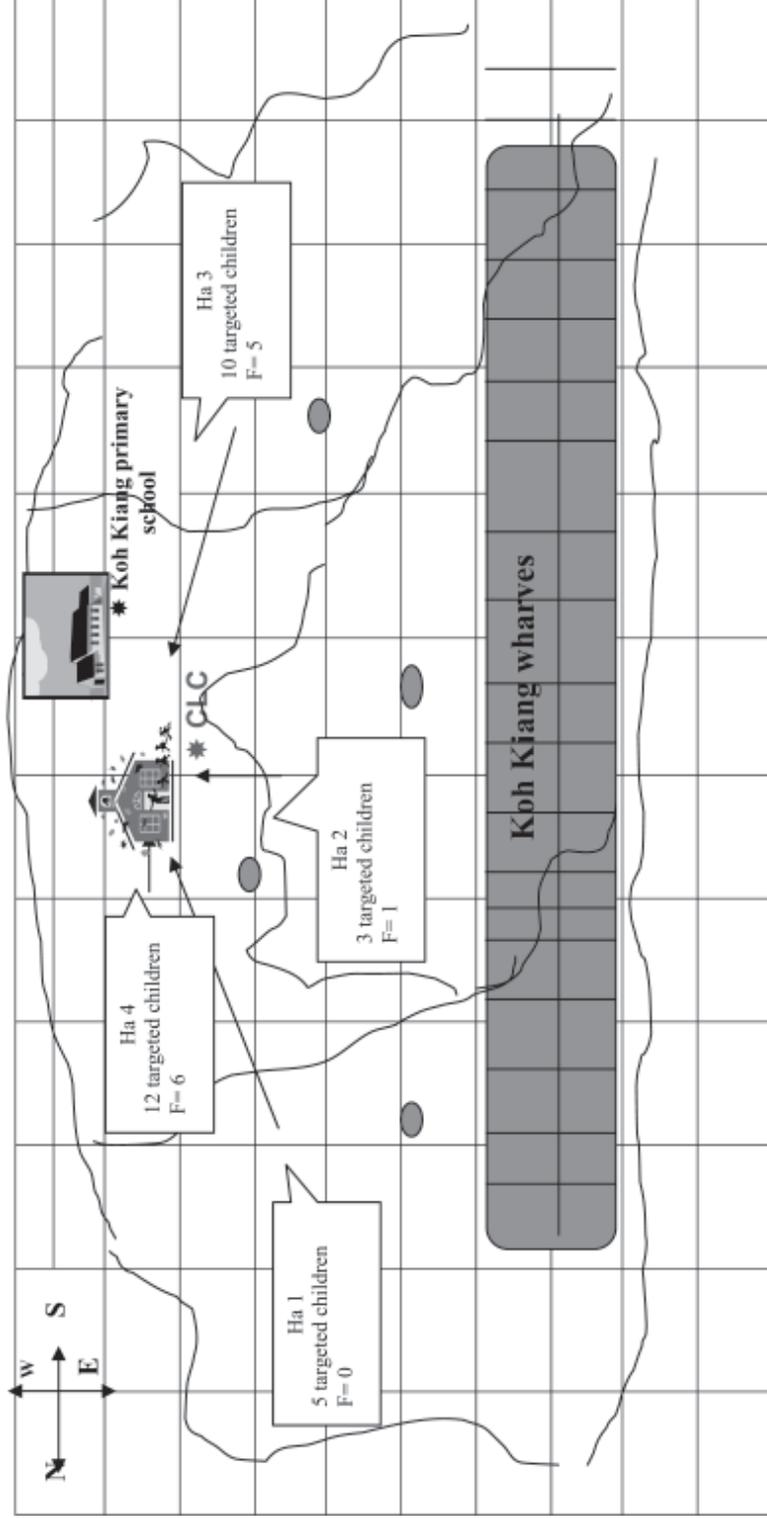


Map of Tumnap Rolork Fishing Area (Community Monitoring)



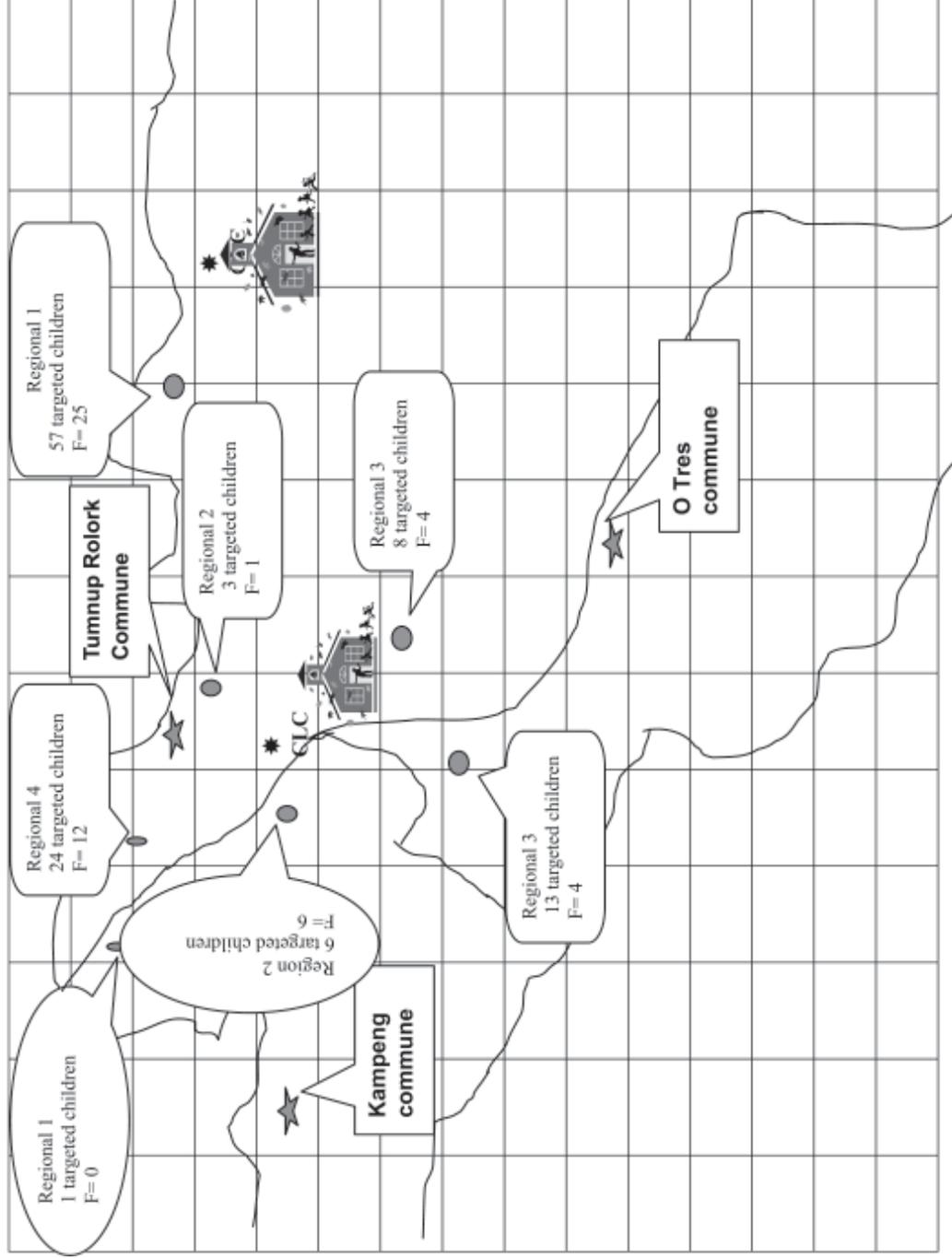
Note: → Movement of children to CLC

Map of Koh Kiang fishing area (community monitoring)

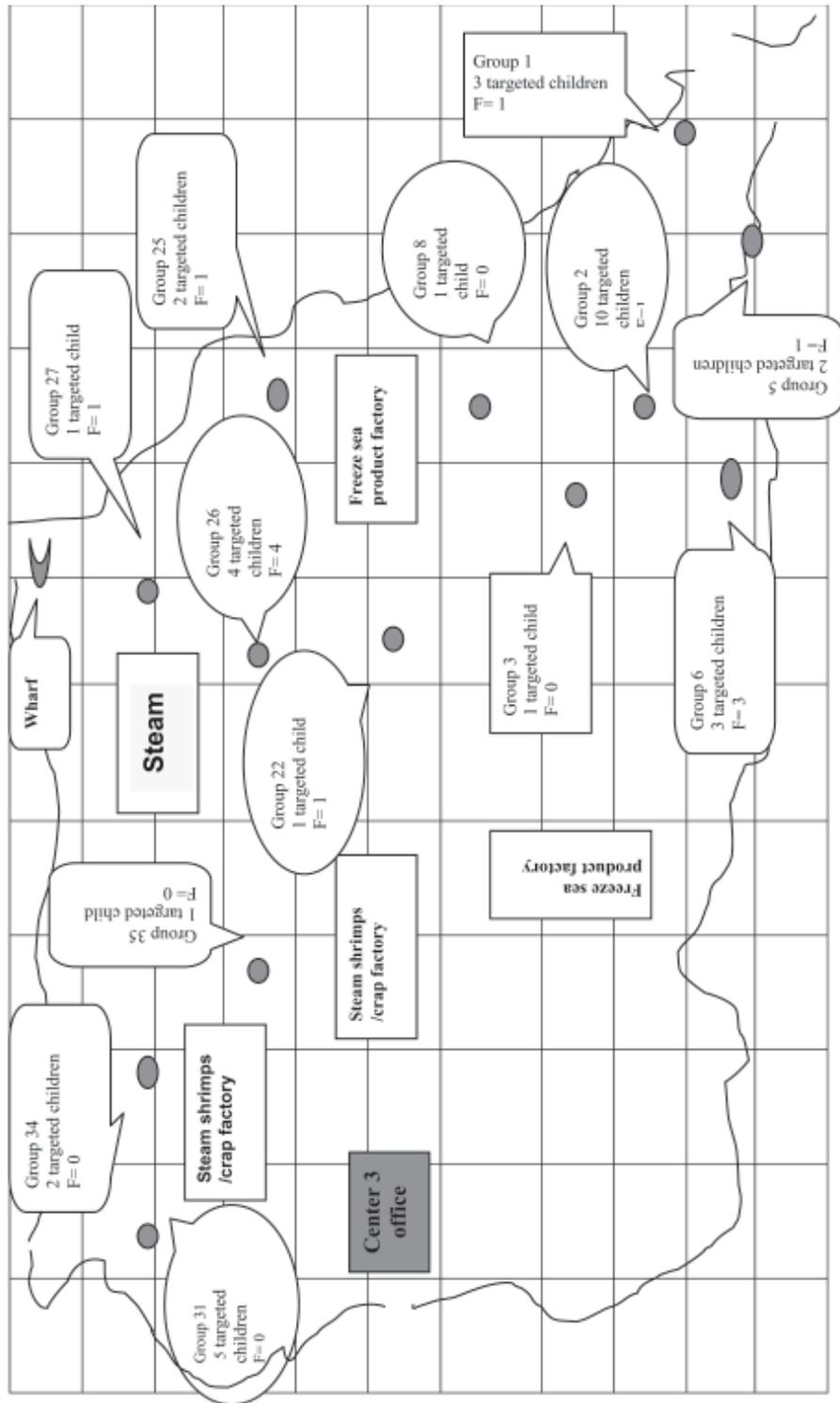


Note: → Movement of children to CLC

Map of Steung Hav fishing area (community monitoring)

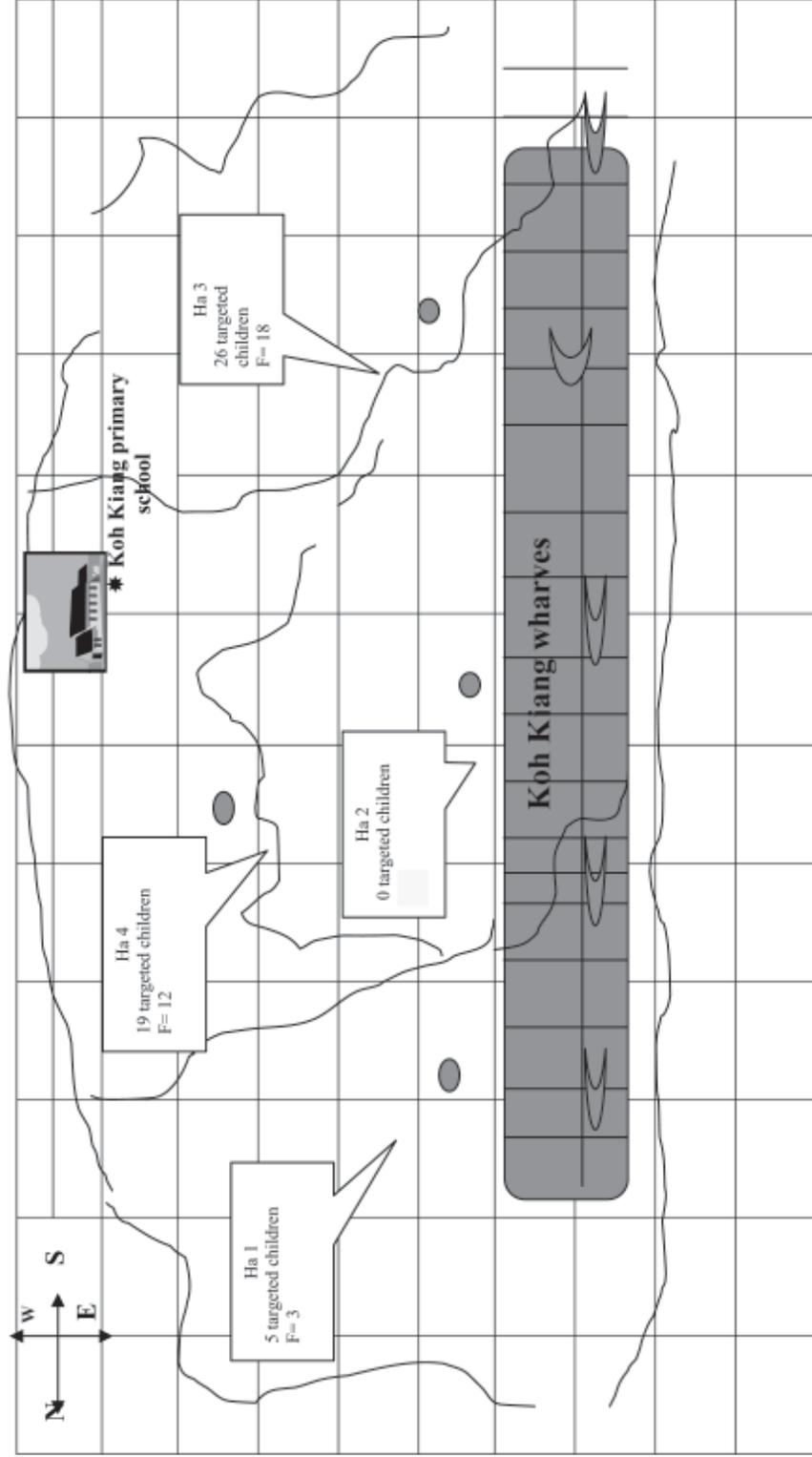


Map of Tumnap Rolork fishing area (workplace monitoring)

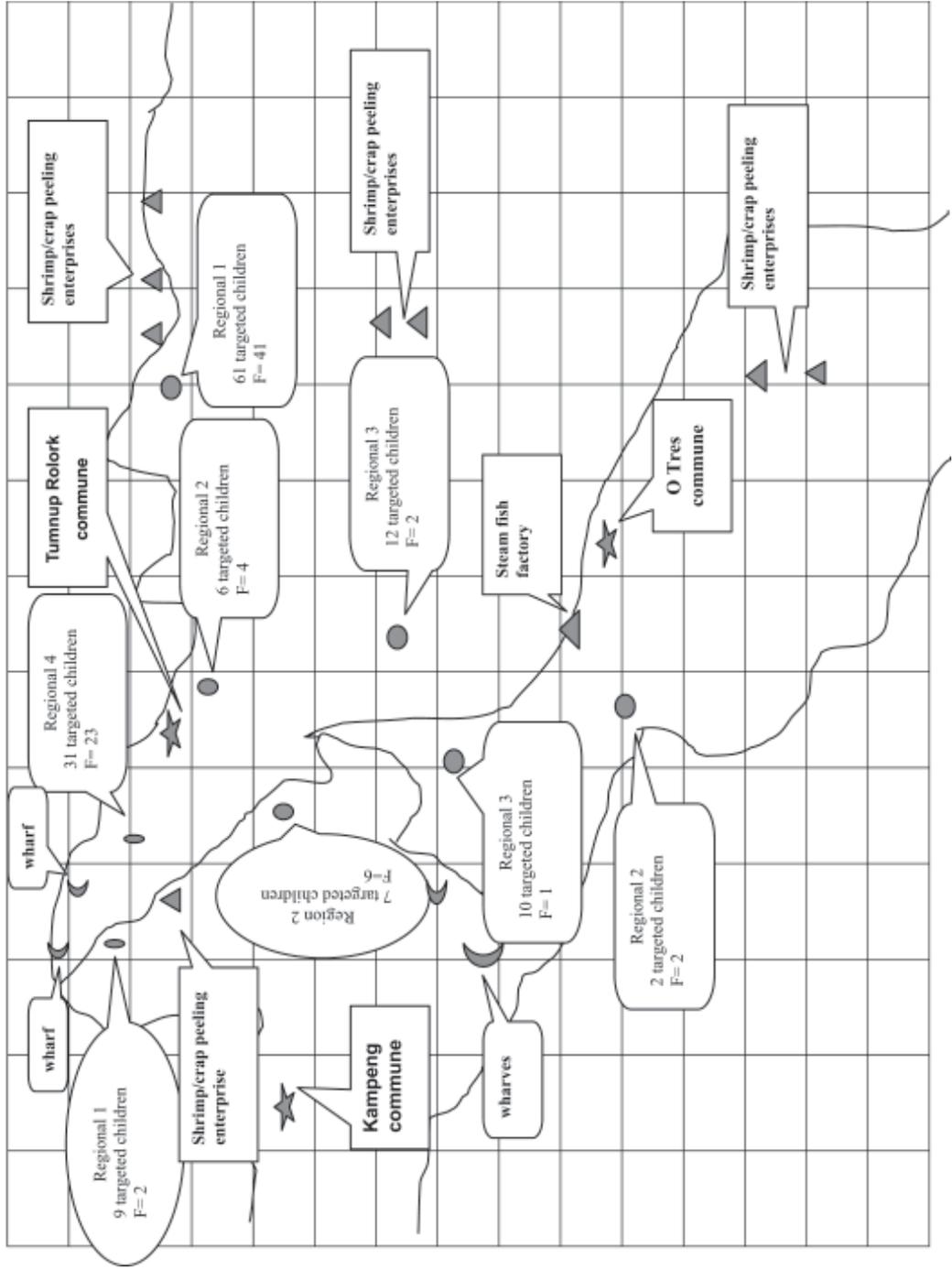


Note: → Movement of children to CLC

Map of Koh Kiang fishing area (workplace monitoring)



Map of Steung Hav fishing area (workplace monitoring)



Annex 2: Child Labour Monitoring Forms

Programme to combat the worst form of child labour in Chub rubber plantation, Kampong Cham province (ILO-IPEC, PDSALVY & KTO)

Station ID (CB, TPB, CRB)

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Common Monitoring Form

Monitor information		Result of the visit		Reasons(s)	Recommendations
Name of monitor(s)		Date of visit	Child is working & talking		
District		Time of visit	Child is not working, but talking		
Commune		Hours spent per person	Child is working, but refuses to talk		
Station		Date of last visit	Child is not at home		
Total number of visit					
Family information					
Name of parent/hh head		Findings from baseline survey	Findings during last visit	Reasons for variation	Recommendations
Address					
No. of working children, not going to school					
No. of school-going children					
Primary occupation (C.12)					
Family's monthly incomes					
Understanding about CL (C.10)					
Information about plot's owner, chief of station or employer					
Name of plot's owner, employer or station's chief		Findings from baseline survey	Findings during last visit	Reasons for variation	Recommendations
Name of station					
No. of working children in work site					
No. of children under 12 years old					
No. of children age from 12 to 14					
No. of children age from 15 to 17					
Understanding about CL (C.10)					
Working conditions/environment and child worker's information					
Health and work accidents (C.3)		Findings from baseline survey	Findings during last visit	Reasons for variation	Recommendations
Tasks performed by child (C.4)					
Wage rate (C.5)					
Days worked per week					
Hours worked per day					
Protective gear (C.6)					
Schooling status					
Non-formal education status (C.7)					
Participation in CLC activities (C.8)					
Skills/vocational training (C.9)					
Hours studied per day					
Hours rested per day					
Understanding about CL (C.10)					

**Programme to combat the hazardous forms of child labour in salt production, Kampot province
ILO-IPEC, PDSALVY & CCPCR**

Station ID (KS, CK,TK)				
Child ID (KS, CK,TK)				

Common Monitoring Form

Monitor information		Date of visit		Result of the visit		Reasons(s)		Recommendations	
Name of monitor(s)		Time of visit		Child is working & talking					
District		Hours spent per person		Child is not working, but talking					
Commune		Date of last visit		Child is working, but refuses to talk					
Salt field				Child is not at home					
Total number of visit									
Family information									
Name of parent/in head		Findings from baseline survey		Finding during last visit		Reasons for variation		Recommendations	
Address									
No. of working children, not go to school									
No. of school-going children									
Primary occupation (C.12)									
Family's monthly incomes									
Understanding about CL (C.10)									
Information about salt field's owner or employer									
Name of salt field's owner or employer		Findings from baseline survey/Findings during last visit		Findings of the current visit		Reasons for variation		Recommendations	
Name of salt field									
No. of working children in work site									
No. of children younger than 12									
No. of children aged 12 to 14									
No. of children aged 15 to 17									
Understanding about CL (C.10)									
Working conditions/environment and child worker information									
Health and work accidents (C.3)		Findings from baseline survey/Findings during last visit		Findings of the current visit		Reasons for variation		Recommendations	
Tasks performed by child (C.4)									
Wage rate (C.5)									
Days worked per week									
Hours worked per day									
Protective gear (C.6)									
Schooling status									
Non-formal education status (C.7)									
Participation in CLC activities (C.8)									
Skills/vocational training (C.9)									
Hours studied per day									
Hours rested per day									
Understanding about CL (C.10)									

Action programme on social mobilization for the elimination of child labour in hazardous conditions of fishing work (ILO-IPEC and CCBO)

Family/hh ID				
Child ID				
Monitoring visit No.				

COMMUNITY MONITORING FORM

Monitor information		Result of the visit		Reasons(s)		Action taken	
Name of monitor(s)		Date of visit	Child is working & taking				
District		Time of visit	Child is not working, but talking				
Commune		Hours spent per hh	Child works but refuses to talk				
Fishing area		Date of last visit	Child is not at home				
Total number of visit							

Family information		Finding during last visit		Reasons for variation		Action taken	
Survey/baseline information		Finding during last visit	Finding of the current visit				
Name of parent/hh head							
Address							
No. of fishing children							
No. of school-going children							
Primary family's business							
Family's incomes per month/s							
Are you aware about CL (C.10)							

Family's working conditions/environment		Findings of the current visit		Reasons for variation		Action taken	
Survey/baseline information		Findings of the current visit	Findings of the current visit				
Accident/health problem (C.3)							
Tasks performed by child (C.4)							
Days worked per week							
Hours worked per day							
Hours rested per day							
Protective gear (C.6)							

Information on child workers		Findings of the current visit		Reasons for variation		Action taken	
Findings per baseline survey/baseline information		Findings during last visit	Findings of the current visit				
Schooling status							
Non-formal education status (C.7)							
Participation in CLC activities (C.8)							
Skills/vocational training (C.8)							
Hours studied per day							
Hours played per day							
Understanding about CL (C.10)							

Action programme on strengthening labour Inspectors and Committee on Child Labour in Sihanoukville (ILO-IPEC & MDSALVY)

WorkplaceID	
Child ID	
Monitoring visit No.	

WORKPLACE MONITORING FORM

Monitor information		Result of the visit	Reasons(s)	Action taken
Name of monitor(s)		Child is working & talking		
District		Child is not working, but talking		
Commune		Child works but refuses to talk		
Fishing area		Child is not at the work place		
Total number of visits				

Workplace information	Survey baseline information	Finding during last visit	Findings of the current visit	Reasons for variation	Action taken
Name of employer					
Address					
Main product (C.11)					
Total # of working children					
# CL aged less younger than 12					
# CL aged 12 to 14					
# CL aged 15 to 17					

Workplace working conditions/environment	Survey baseline information	Findings during last visit	Findings of the current visit	Reasons for variation	Action taken
Accident/health problem (C.3)					
Tasks performed by child (C.4)					
Payment arrangement (C.5)					
Days worked per week					
Hours worked per day					
Hours rested per day					
Protective gear (C.6)					

Information on child worker	Findings per baseline survey (base line information)	Findings during last visit	Findings of the current visit	Reasons for variation	Action taken
Schooling status					
Non-formal education status (C.7)					
Participation in CLC activities (C.8)					
Skills/vocational training (C.9)					
Hours studied per day					
Hours played per day					
Understanding about CL (C.10)					

Annex 2: Children Code for CCBO

Note: A number of codes have been introduced in completing this child labour monitoring sheet.

<p>A = factory and wharf B = fishing boats of employer C = fishing boats of family D = Work at home (belong to his/her family)</p>	<p>This is for computer database user only 1 = fishing (workplace); 2= Fishing (community) 3 = Salt field (workplace); 4= Salt field (community) 5 = Rubber (workplace); 6= Rubber (community)</p>			
<p>C.3 for health problems/work accident/injury 0= None/no health problem 1= cuts from peeling shrimps and crabs or from the strings of the heavy fishing nets 2= Accident with the engine of the boat 3= HIV/AIDS infection 4= Lower back aches 5= Swollen hands 6= stomach aches 7= Breathing problems and headaches due to bad smell of rotten fish and hard work 8= Falling into water 9= Fear for storm, big waves or sharks 10= Violent piracy at sea 11= Combination of above, specify the combination 12= others, specify 13= Headaches/fever/colds/cough 99= Other, specify</p>	<p>C.4 for work performed by child 1= Fishing on the boat 2= Fishing on the large boat for two or three days 3= Fishing on the boat for two or three weeks 4= Fishing on the for one or two months in a row 5= Repairing fishing nets 6= Shrimps peeling in the factory 7= Peeling boiled shrimps and/or crabs at seaside (hired by wharf owners) 8= Peeling boiled shrimps and/or crabs at home or in market 9= Working at the wharf to freeze sea products 10= Steaming fish 11= Toning fish 12= Combination of above tasks, specify combination 13= Others, specify 14= Catch/gather crabs, shrimps, shells and snails C.5 for working agreement/working arrangement 1= per hour, 2= per day, 3= every two weeks, 4= per month, 5= per Kg, 6= pay debt, 7= other (sp.)</p>	<p>C. 9 for skills/vocational training 0= No 1= Bicycle repair 2= Machine (engine, TV, radio, ect.) repair 3= Carpentry 4= 5= Sewing 6= Animal raising 7= Agricultural training 8= Barber, beautician, hairdresser 9= Food processing 10= Masonary 11= Combinations above, specify 12= Others, specify</p>	<p>C.8 for activities in the CLC 0= No 1= Read book in library 2= Sport activities 3= Art and game 4= Combination of above, specify 5= Others</p>	
<p>C. 10 for understanding about child labour 0= No 1= Yes</p>	<p>C. 6 for protective gear 0= Does not wear any protection 1= Life vest 2= Boots while working at factory and wharf</p>	<p>C. 7 for non-formal education status 0= No 1= Yes</p>	<p>C. 12 for primary family business</p>	

<p>1= Crabs peeling 2= Shrimp peeling 3= Cathing fish, crabs and others at sea 4= Crabs and shrim peeling 5= Repaired fishing nets 6= Boiled shrimps and/or crabs 7= Freeze sea products 8= Sorting fish/crabs 9= steamed fish 10= Combination above, specify 11= Other, specify</p>	<p>3= Gloves 4= Others, specify 5= Combination, specify</p>	<p>0= No work apart from fishing 1= Fishing at sea 2= Peeling shrimps and crabs 3= Small business/selling 4= Tailor 5= Machine repairers 6= Gathering wood/rattan from forest 7= Rice famers 8= Teacher 9= Domestic helpers 10= Combinations above, specify 11= Others, specify</p>
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Note: These codes will be using to fill in child labour monitoring form.

CB = Chub base
TPB = Thmar Pich base
CRB = Chrap base

This is for computer database user only
1 = Fishing (workplace); 2= Fishing (community)
3 = Salt field (workplace); 4= Salt field (community)
5 = Rubber (workplace); 6= Rubber (community)

<p>C.3: Health and work accidents 0= none/no health problem 1= Cuts from cutting grass and young trees. 2= Cuts from tapping rubber 3= Fall down from ladder 4= Snake, scorpion, centipede or insect bites 5= Stomach ache 6= Lower backache 7= Malaria 8= Accidents from acid or chemical 9= Dizziness/headache 10= Hands hurt from carrying heavy materials 11= Breathing problem from bad smell of latex 12= Rubber tree branch broke and dropped on 13= Others (specify) 14= Other health problems and accidents (specify)</p> <p>C.10: Understanding about CL 0= Did not understand 1= Understand/getting awareness raising</p>	<p>C.4: Task performed by child 1= Cut grass and young trees in rubber plots 2= Clean roads between rubber trees 3= Clean rubber trees 4= Build fire break 5= Collect dry rubber from bowls and trees 6= Tap rubber 7= Collect latex 8= Put latex into container cars 9= Put medicine/ointment on tree bark 10= Take care of re-plantation of young rubber trees 11= Collect seeds of rubber 12= Others (specify) 13= Other works of above (specify)</p> <p>C.12 Primary family business 0= No work apart from rubber work 1= Small business/selling 2= Tailoring 3= Barber/hairdresser 4= Machine repairers 5= Gathering wood/rattan from forest 6= Rice farmers 7= Teacher 8 =Domestic helpers 9=Combination of above, specify 10=Others, specify</p>	<p>C.5: Wage rate 1= per hour 2= per day 3= every two weeks 4= per month 5= per 100 trees 6= per 200 trees 7= per litre 8= per 15 litre 9= per 27 litre 10= Work for paying off the debt 11= Others (specify)</p> <p>C.6: Protective gear while working 0= No protective gear 1= Mosquito killer or other protection from insect bites 2= Long-neck shoes 3= Gloves 4= Raincoat 5= Others (specify) 6= Combination of above (specify)</p>	<p>C.7: Non-formal education 0= not attended 1= attended</p> <p>C.8: Participation in CLC 0= Not participating 1= Read books in library 2= Sport activities 3= Arts, games 4= Others (specify) 5= Combination of above (specify)</p> <p>C.9: Skills/vocational training 0= Never attended skills training 1= Bicycle repair 2= Machine repair (TV, radio...) 3= Carpentry 4= Tailoring 5= Animal raising 6= Agriculture skills 7= Barber/hairdresser 8= Cook 9= Construction 10= Others (specify) 11= Above skills (specify)</p>
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ILO - IPEC		Combating Hazardous Work Child Labour in Salt, Fishing and Rubber Sectors in Cambodia		SI
Press Here		=> =>		If data entry is completed you can insert a new data for the second interview. You can press only once when completed your data entry. If not, you will re-enter the second data again.
Chapter 1: Monitoring Information				
Station ID	1	Date of Visit	16/01/03	
Child ID	001	Time of Visit	13:00	
Monitor ID	1	Hours Spent	0.25	
Result of Monitoring	2			
Reason	2			
Recommendation				
Chapter 1: Monitoring Information				
Station ID	1	Date of Visit	17/01/03	
Child ID	002	Time of Visit	13:20	
Monitor ID	1	Hours Spent	0.25	
Result of Monitoring	1			
Reason	1			
Recommendation	1			

