

**Combating Exploitative Child Labor  
Through Education in Guyana**

**A Preliminary Needs Assessment**

**by  
Education Development Center (EDC)  
for  
U.S. Department of Labor Solicitation SGA05-02**

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## Table of Contents

<b>I. Summary of Causes and Interventions to Address Child Labor</b>	<b>3</b>
<b>II. Review of Existing Research on Child Labor in Guyana</b>	<b>4</b>
<b>III. Causes of Child Labor</b>	<b>9</b>
<b>IV. Summary of Interventions to Reduce and Eliminate Child Labor</b>	<b>12</b>
<b>V. Demographics of Guyana</b>	<b>14</b>
<b>VI. Primary and Secondary Education in Guyana</b>	<b>15</b>
<b>A. Literacy Levels of Youth Most at Risk of Child Labor</b>	<b>17</b>
<b>B. Primary Teacher Qualification</b>	<b>18</b>
<b>C. Secondary Teacher Qualification</b>	<b>18</b>
<b>VII. Parents' Attitudes Toward Education</b>	<b>19</b>
<b>VIII. Effects of Emigration on Education and Work Opportunities</b>	<b>19</b>
<b>IX. Effects of HIV/AIDS on Vulnerable Youth</b>	<b>20</b>
<b>X. Legal Environment Surrounding Youth and Work</b>	<b>20</b>
<b>XI. Government Response to Child Labor</b>	<b>21</b>
<b>A. National Steering Committee on Child Labor</b>	<b>21</b>
<b>B. Ministry of Education</b>	<b>22</b>
<b>C. Ministry of Labor, Human Services and Social Security</b>	<b>23</b>
<b>D. U.S. Department of State</b>	<b>24</b>
<b>XII. Non-Governmental Programs that Support Youth</b>	<b>24</b>
<b>XIII. International Agencies Addressing Child Labor     and Supporting Youth</b>	<b>27</b>
<b>XIV. Targeted Youth and Areas for Child Labor Interventions</b>	<b>28</b>
<b>XV. Program Interventions for Child Labor Project</b>	<b>31</b>
<b>XVI. Role of the Youth Specialist</b>	<b>41</b>
<b>References</b>	<b>44</b>
<b>Attachment 1. Proposed Child Labor Project Indicators</b>	
<b>Attachment 2. Contacts and List of Interviews, May 31- June 8, 2005</b>	
<b>Attachment 3. Helpful Websites on Guyana and Child Labor</b>	

## I. Summary of Causes and Interventions to Address Child Labor

The purpose of this needs assessment is to identify gaps, unmet needs, and opportunities that could be addressed through a U.S. Department of Labor (USDOL) Child Labor Education Initiative project. The information gathered during this assessment will be further refined prior to project implementation. As a first step leading to more in-depth assessment, this report makes a preliminary identification of the current working and educational status of the children that Education Development Center (EDC) proposes as beneficiaries.

This assessment, with data sources, includes:

- Information on the incidence and nature of exploitative child labor among target children;
- Relevant literature and documents relating to child labor and the education of target children in Guyana;
- Demonstrated familiarity with existing child labor, education and social welfare policies, plans and projects in Guyana, which EDC is using to inform project design for target children;
- Knowledge of other donors' programs as they pertain to the education of target children in Guyana.

A summary of the causes and interventions proposed to reduce and eliminate child labor are shown below.

### Summary: Causes of Child Labor, School Dropout and Interventions

Causes of Child Labor	Interventions	Causes of School Dropout	Interventions
Poverty	<p>Coordination with other programs and policies, to construct a broad, coherent and sustainable framework aimed at combating poverty and social exclusion</p> <p>Support the Ministry of Labor's initiative for income generating scheme: microcredit is made available for underprivileged families, especially those whose adults and adolescents have benefited from vocational or skills training</p>	Poverty	<p>Coordination with other programs and policies, to construct a broad, coherent and sustainable framework aimed at combating poverty and social exclusion</p> <p>Support the Ministry of Labor's initiative for income generating scheme: microcredit is made available for underprivileged families, especially those whose adults and adolescents have benefited from vocational or skills training</p>
Illiteracy	<p>Providing basic literacy and numeric skills through nonformal educational enable child workers to catch up</p> <p>Provide a strong link between nonformal education activities and formal school system and legitimate economic opportunities</p> <p>Provide supplementary literacy, numeric</p>	Distance to school and accessibility; or schools of poor quality or irrelevant	The formal school day includes extended-day activities through leadership program, supplementary literacy instruction, homework support, vocational skills training. The extended day is long enough to prevent children from combining part-time work with school and to release adults in the household for full-time work

	skills and homework support through formal basic education system		Teachers and school staff receive proper training to deal with child labor situations and other exploitation of children and to assist in monitoring  Stipends for transportation
Lack of adequate and effective enforcement and legal remedies	Conduct In-depth survey on the extent of worst cases of child labor and its relationship to education  Contribute to the development of national policy by adding to the database and mobilizing awareness on the issue of child labor  There is coordination with other programs and policies, to construct a broad, coherent and sustainable framework aimed at combating poverty and social exclusion  Efficient and comprehensive systems of evaluation and monitoring are in place to track the children and their families	Lack of parental involvement; uneducated parents; Broken families	Providing parenting skills program  Providing basic literacy and numeric skills through nonformal educational for parents  There is coordination with other programs and policies, to construct a broad, coherent and sustainable framework aimed at combating poverty and social exclusion
Distance to school and accessibility; or schools of poor quality or irrelevant: working is perceived as a better investment than school	The formal school day includes extended-day activities through leadership program, supplementary literacy instruction, homework support. The extended day is long enough to prevent children from combining part-time work with school and to release adults in the household for full-time work  Teachers and school staff receive proper training to deal with child labor situations and other exploitation of children and to assist in monitoring  Stipends for transportation	Perception that education does not lead to improved economic opportunities	Vocational training for adolescents and professional skills enhancement for adult household members is provided to permit the families the possibility of improving their economic situations  Coordinate with the private labor sector to determine what is needed in terms of skills Teachers and school staff receive proper training to deal with child labor situations  The formal school day includes extended-day activities through leadership program, supplementary literacy instruction, homework support. The extended day is long enough to prevent children from combining part-time work with school and to release adults in the household for full-time work
Rapid rural-to-urban migration	Complementary interventions are delivered to target communities		

## II. Review of Existing Research on Child Labor in Guyana

Documentary research on child labor in Guyana yields extensive research. The issue of child labor has been addressed in one way or another by the

Government, international donor organizations, and NGOs. This section of the assessment report will review the primary document sources used as resources for this report in terms of utility and shortcomings. The available literature and research has contributed to this study in:

- Defining the working child;
- Providing estimates from a national survey on the incidence of child labor and its manifestation by selected categories;
- Pinpointing the existence of several of the worst forms of child labor in Guyana;
- Describing conditions, which are conducive to the existence of the worst forms of child labor;
- Identifying socio-cultural explanations for time use by children that drive their involvement in child labor; and
- identifying the categories of children most prone to the worst forms of child labor.

For each of the major research publications, we have listed below a description, utility of the study for the current project and shortcomings.

***A. Guyana The Situation of Children in the Worst Forms of Child Labour: A Rapid Assessment by George K. Danns Ph.D, International Labor Office, 2003***

Description

The ILO, through its IPEC/SIMPOC (International Program on the Elimination of Child Labor/Statistical Information and Monitoring Program on Child Labor), commissioned rapid assessment studies of specified types of the worst forms of child labor in selected countries. This rapid assessment of child labor in Guyana falls within the general framework of the IPEC/SIMPOC studies. It was commissioned by the ILO/CIDA Child Labor Project for the Caribbean of the ILO Caribbean Office. The study was conducted by the Center for Economic and Social Research and Action (CESRA), Guyana between December 2001 and May 2002. This is the most current and relevant document on Child Labor in Guyana identified by the EDC assessment team.

Utility

This study of Child Labor in Guyana has:

- produced quantitative and particularly qualitative data related to child labor in targeted occupations;
- assessed the nature and extent of child labor in fishing communities, the logging and sawmilling industry, the sex sector, the agricultural and mining sectors and in Amerindian communities;
- characterized the working conditions (inclusive of income earned and related hazards) of child laborers;

- characterized the child laborers (by age, schooling, and racial background);
- identified the socio-economic, cultural and family backgrounds of child laborers;
- examined the impact and consequences of the occupations on child laborers;
- identified perceptions and experiences of child laborers; and
- identified and critically assessed Government, NGO and international agency interventions aimed at preventing and rehabilitating child labor.

The use of official statistics and other secondary data, focus interviews and focus group discussions with national and regional functionaries provide broad insights into the child labor problem countrywide. The study also outlines existing measures and programs that address the phenomenon of child labor and makes policy recommendations in order to stimulate an exchange of views among potential partners and facilitate the development of a National Policy and Plan of Action on Child Labor. This study may be used for designing direct interventions, advocacy and awareness-raising activities, further research, training and other similar program elements. The ILO study covers all children below the age of 18 years because hazardous and other worst forms of child labor are prohibited to all persons under the age of 18 years. This document contains the most current information on child labor.

#### Shortcomings

This was intended to be a national study and the methodology and objectives were planned accordingly. Due to budget cuts, the scope of the study was limited. A number of study areas were eliminated, including study of gold mining districts and remote Amerindian communities. The study is limited to eight selected communities across five of the ten administrative regions of the country.

#### ***B. Multiple Indicator Cluster Survey (MICS) Guyana 2000***

##### Description

The MICS report is the product of the Guyana Bureau of Statistics and is based on a nationally-representative household survey of 4,747 households. The Bureau was provided technical assistance by UNICEF. The main objectives of the survey were to provide up-to-date information for assessing the situation of children and women in Guyana at the end of the decade and to furnish data needed for monitoring progress towards goals established at the World Summit for children and as a basis for future action.

##### Utility

The most reliable estimate of child labor in Guyana was derived from the MICS report.

### Shortcomings

The MICS Survey is not current, and covers children 5 – 14 years of age. The survey does not include children 15 – 18 years.

### ***C. United Nations: Common Country Assessments for the Cooperative Republic of Guyana, United Nations Funds, Programmes and Agencies (February 2000)***

#### Description

This Commonwealth Country Assessment (CCA) is the first step in the process of reviewing and analyzing the national development situation in Guyana. The report selected fourteen areas for data collection and uses a set of 212 core indicators to provide an objective understanding of the economic and social status of the country.

#### Utility

The CCA identifies a core of disaggregated indicators which provide the basis for national and regional policy and program analysis, formulation, monitoring and evaluation of economic and social development, including economic and social factors related to child labor issues.

### Shortcomings

Despite the efforts of the consultants and agencies to obtain the most current information, some data remain inaccessible because of staff limitations in the statistical units of ministries, and the level of aggregation in the data collected. In spite of the availability of equipment in some ministries it is evident that further support for human resource development and systems development is necessary to improve the current mechanism for collection, maintenance and analysis of the data in a manner that will adequately service the overall management of economic and social policy. There is also a lack of statistical data on the worst forms of child labor.

### ***D. Report Voices of Children: Experiences with Violence. Cabral, Christie and Speek-Warnery, Violet. UNICEF-Guyana, February 2005.***

#### Description

This report seeks to address the impact of different forms of violence on the lives of children in Guyana. The study was commissioned by the Ministry of Labor, Human Services and Social Security in partnership with the Red Thread Women's Development Programme and UNICEF.

#### Utility

First-hand accounts were obtained from almost 4,000 children and adolescents (3-17 years) about their experiences with all kinds of violence, in school, at home and work, or in the community. The children who participated in the study were randomly selected from every region of

Guyana and included representative samples from various cultural backgrounds. The section on methodology explains clearly the sampling framework as well as the research tools used.

#### Shortcomings

The majority of children who participated in this survey were approached through schools (secondary, primary and nursery schools) as this was the only practicable way of assessing large numbers of children over a relatively short period of time. The youth (15-17 years) were accessed through local youth groups (sports, religious or developmental groups). The youths and out-of-school children proved very difficult to access and are not well represented in this survey. Lack of statistical data on the worst forms of child labor.

### ***E. Education For All in the Caribbean Assessment 2000 Guyana Country Report***

#### Description

Since 1998, some 180 countries have participated in the most in-depth assessment of basic education ever undertaken. Headed by a national EFA coordinator, national assessment teams have prepared reports outlining the progress towards education for all as well as pinpointing shortcomings towards meeting that goal since 1990. The national coordinator for the Guyana Country Report was Evelyn Hamilton of the Ministry of Education (MoE) who received technical advice from UNICEF.

#### Utility

Describes progress made towards EFA goals and targets with analysis on the different stages of basic education: Nursery, Primary, Secondary, Basic Education at the Non-Formal level, and Continuing Education. Each section provides information on access, quality, and descriptions of projects and initiatives and progress made.

#### Shortcomings

The analysis on the different stages of basic education is based on data from 1990 to 1998. Much of the statistical data support is missing and the descriptions of projects and progress made are not current. The strategies mentioned have been aimed at improving access to, and the quality of, nursery and primary education; modernizing schools and classrooms; rationalizing secondary education through curriculum reform of the early grades; restructuring admission and providing greater career guidance. In follow-up interviews with MoE key informants, it became apparent that for a number of the reforms, projects and initiatives mentioned in the report for improving basic education, time frames for implementation were not met, pilot programs were not expanded and were disbanded.

***F. Ramsay, Donnette Hope and Thompson, Lisa B. An Assessment: The Situation of Orphans and Other Vulnerable Children in Guyana. UNICEF-Guyana (October 2004).***

Description

This rapid assessment was carried out to ascertain what is happening to children who fall in the category of orphans and other vulnerable children in Guyana, regardless of the cause, but with a special emphasis on children orphaned and made vulnerable by HIV/AIDS. The assessment objectives were to:

- Identify children who are vulnerable or orphaned;
- Determine how children are being affected within their own families and identify gaps and priority areas for interventions;
- Identify children's coping mechanisms and what supports are available to them within and outside of their communities;
- Identify the needs of families providing care for the children in their care; and
- Develop and maintain an inventory of NGOs and other institutions that provide services to orphans and vulnerable children.

Utility

Provides background information and key characteristics that apply to child labor situations. The factors that put children at risk of being orphaned or becoming vulnerable apply to child labor. Contains a section on children who have dropped out of school and reasons why, and statistics on children and work. Includes a comprehensive list of organizations in each region that provide key services for orphans and other vulnerable children and their caregivers.

Shortcomings

The sample study is limited and explicit references to child labor rely on the 2001 Report of Multiple Indicator Cluster Survey (MICS) and the 2003 ILO Rapid Assessment report by K. Danna. There is a lack of statistical data on the worst forms of child labor.

### **III. Causes of Child Labor**

What is the profile of youth who are working? The United Nations reports that labor force participation is 467,000. Fifty-nine (59) percent of the workforce are 15 years or older, and twelve (12) percent of workers are between the ages of 14 and 19.

Research of the country's Bureau of Statistics and validated through focus groups, interviews of youth and employers and household surveys present a snapshot of a child laborer. The most reliable estimate of child labor in the country is derived from the Multiple Indicator Cluster Survey (MICS) conducted by UNICEF and supported by the Bureau of Statistics (2000). This survey,

based on a representative sample of 4,747 households, found that:

- 27 percent of youth age 14 and younger are child laborers;
- Boys are slightly more likely to be working than girls (29% vs. 25%);
- There is nearly twice the proportion of working children in the interior (45%) as compare to the urban coast (22%) and the rural coast (26%);
- Children from the interior have a lower proportion of youth engaged in unpaid work (9%) compared to those in urban and rural coastal areas (14%);
- Children from the interior (39%) have a higher proportion of youth engaged in work on a family farm or family business compared to youth on the rural (11%) and urban (14%) coast.

Who are most at-risk of being drawn into the worst forms of child labor? The causes of child labor are many and have primarily to do with poverty. Research by Laureen Pierre (1997) found that, as a group, Amerindians rank as the poorest of Guyanese people, with 88 percent of households living below poverty. Seventy-five percent of Amerindians are self-employed in hunting, fishing, farming, timber, craft and small scale mining. Others seek employment with large firms and, we have learned, are promised good jobs from within the interior, only to find that exploitation and abuse awaits them in the urban and coastal areas after transport. Eighty-eight percent of Amerindian women live below poverty and 75 percent of them are either unemployed or working in low-income activities.

Key informants report that the increasing numbers of street children and rate of child labor in Georgetown and other urban areas are primarily the result of rapid rural-to-urban migration. Families leave the severity of rural hinterland conditions for urban areas in order to search for economic opportunities that often do not exist. Worsening economic trends force children and families into urban poverty resulting in broken homes, working and street children.

Related to poverty, illiteracy of parents was identified as a major cause of child labor. Illiterate parents are reportedly not motivated to send their children to school and place a low premium on education as a value. According to key informants interviewed in country, uneducated parents may not attach importance to education and, instead, opt for short-term economic gains accrued from child labor. This trend is also perpetuated by the absence of any assured correlation between education and better jobs. Existing data indicates that working children are not only illiterate but also belong to less educated families.

Key informants report that children from broken homes are more likely to be the ones who are to be found working. Such homes are often characterized by paternal deprivation and single parent mothers are unable to provide adequately, leaving children with no option than to fend for themselves. The exception to this is where the family as a whole, as in the case of Amerindian families, deliberately involves children in their work lives.

Schooling problems also contribute to child labor. Many times children seek employment simply because there is no access to schools. When there is access, the perceived low quality of education often makes attendance a waste of time. As a result, parents may find no use in sending their children to school when they could be working on family farms and supplementing family income, or staying home to care for younger siblings and freeing up parents to work. This is the case for children participating in a pilot child labor project in Parika. They were able to walk to the local primary school, but based on the Secondary Schools Entrance Examination (SSEE), most of them were assigned to attend a community high school that was too far to walk to, and the cost of daily transportation considered too expensive. In addition, community high schools are perceived as academically inferior programs, which are of shorter duration, allow graduates access only to specialized lower level post secondary programs and do not provide credentials that are recognized in the labor market. Even more disadvantaged are the children of hinterland areas who have little or no access to General Secondary Schools or even Community High Schools. According to MoE officials, many students and their families feel badly served by the system and opt for working at the expense of continuing education.

Notwithstanding the plight of Amerindian people, child labor falls heavily on East Indian and Afro-Guyanese children because they make up the majority of the population. Data from the MICS are available and contribute to a better understanding of the population in villages throughout the country. The Common Country Assessment supports helping the poorest populations and identified principal target groups as small farmers, female heads-of-household; employed poor and pensioners, unemployed and youth. Additional data are needed to supplement the Danns report and the MICS database at the local level to determine the presence and risk of the worst forms of child labor.

[In Charity, Guyana] the Public Health Officer said that the main reason for child labor is that the employers cannot get adult labor, Also, they pay the children half of what an adult would get. Yet, children do the same quantity and quality of work. Kenneth Danns, The Situation of Children in the Worst Forms of Child Labor, Guyana (2002) p. 36.

The distinction between childhood chores, child work and child labor for this project must focus on the four kinds of “worst forms” defined in ILO Convention 182. They are slavery, sexual exploitation, illegal activities and work that damages children's development. Slavery, sexual exploitation and illegal activities are all absolute in that they are forbidden by other international laws.<sup>1</sup> The fourth, “work that damages children’s development,” is especially important for this project because of the great need in the country to improve the outcomes for both in-school and out-of-school youth.

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<sup>1</sup> Additional research is needed on the occurrences of child slavery at the local level. There was no key informant who believed this problem existed.

Key informants in country recommended that our team make a clear delineation between those children who working on a family farm or family business and those who labor with or without pay. This is an important conversation that should take place—perhaps at the national level as a means of building awareness of the worst forms of child labor throughout the country. Many agree that the structural problems in Guyana’s economy are so difficult as to make it impossible for some families to survive without their children’s help. Of importance to this project is that child laborers who work with or for their parents (as opposed to child workers) may be made to work long hours, they may be treated like adults and required to go without breaks or meals, they may be encouraged to drop out of school and/or discouraged from attending school because of the importance of labor to the family’s income—all conditions that damage a young person’s development. Child laborers, whether they work for a family member or not, are prevented the opportunity (unlike those who perform household chores) from developing and certainly have fewer chances to gain valuable educational and vocational skills.

Most key informants agree (and K. Danns’ work supports) that child prostitution exists and occurs among both coastal boys and girls traveling to the Hinterland, and boys and girls traveling from the Hinterland to work on the coast. Qualitative information on where children are being trafficked is nonexistent except for anecdotal information between the Hinterland and coastal areas on girls trafficked and forced into prostitution. Better data is needed, perhaps through migration data, including regional and village surveys that focus on places of employment.

Parliament passed legislation this year to prevent child abuse, prostitution, trafficking—all actions that now impose fines on the perpetrators. If the outcomes mirror school dropout and employment among youth in the nonformal sectors, enforcement of these new laws will be problematic.

There is a widespread belief that children are willing to work and perceive that work will lead to economic gain and a better future. Most children work in order to live, eat and survive.

#### **IV. Summary of Interventions to Reduce and Eliminate Child Labor**

In summary, this report recommends the following program interventions:

- Solutions for both in-school and out-of-school youth.
- Solutions that build on Rapid Assessment and Multiple Indicator Cluster Survey (MICS) data already completed and define methods for refining strategies for each local area.
- Solutions that offer local adaptations based on the target age groups, geography and industry sector specific to each local area

- Solutions that use the resources of the community to provide literacy, youth leadership, parenting skills and social supports for youth.
- Monitoring and evaluation using available knowledge bases and including key indicators and sample frameworks to measure positive outcomes for youth.

These program interventions for targeted areas are summarized below:

### Summary of Program Interventions for Child Labor Project

<b>In-school Youth</b>	<b>Out-of-school youth</b>	<b>Link to resources in place</b>	<b>Contribution to the Project Goals</b>
Focus on dropout prevention	Focus on improving academic and vocational skills	Prevent dropping out for in-school; reconnect out-of-school youth to learning	Contribute to the development of national policy by adding to the database and mobilizing awareness on the issue of child labor
Literacy training supplemental to in-school hours	Literacy training as primary intervention	“On the Wings of Words” high interest literacy materials in use in Parika; field guide from Ministry of Education; resources to be reproduced and strategies replicated in target communities	Improve and strengthen basic education; Sustain the progress made through this project to improve youth’s outcomes by eliminating or reducing the cases of child labor.
Youth leadership development	Youth leadership development	“Youth Can Move the World” high interest curriculum in use; to be replicated in target communities with Youth Specialists to be recruited from target communities	Outreach and recruitment tool; contributes to the development of national policy by adding to the database and mobilizing awareness on the issue of child labor
Parental Involvement	Parental involvement	Program underway in Parika to be replicated in target communities	Sustain the progress made through this project to improve youth’s outcomes by eliminating or reducing the cases of child labor.
Limited vocational skills training	Vocational skills training	Resources and training in place in Parika to be replicated in target communities with Youth Specialists to recruited from those areas	Improve and strengthen basic education
HIV/AIDS awareness	HIV/AIDS awareness	NGOs currently	Contribute to the

		focusing on problem; national effort in conjunction with US DOL	development of national policy by adding to the database and mobilizing awareness on the issue of child labor
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## V. Demographics of Guyana

Guyana is located on the northern side of South America and shares borders with Brazil, Venezuela and Suriname. Known as British Guyana in the past, the Cooperative Republic of Guyana was originally a Dutch colony. It was taken over by the British in 1815 and achieved its independence in 1966.

The population of approximately 717,856 includes 48 percent East Indian 33 percent Afro-Guyanese; 6 percent Amerindian; mixed Guyanese 12 percent and Chinese, Portuguese and White accounting for the remainder. Sixty-three percent of the population lives in rural areas and 36 percent lives in urban areas.

Amerindians may cross the country's borders at will, unlike other ethnic groups. Amerindians of the interior are classified into seven tribes: Akawaio, Arekuna, Barama River Carib, Macusi, Patamona, Waiwai, and Wapisiana. The Barama River Carib, Akawaio, Arekuna, and Patamona live in river valleys in western Guyana. Two Amerindian groups live in the Rupununi Savannah region: the Macusi in the northern half and the Wapisiana in the southern half. All of the interior Amerindians originally spoke Carib languages, with the exception of the Wapisiana, whose language is in the Arawak linguistic family. Key informants met during our visit state that up to six different Amerindian dialects are found among the Rupununi.

Guyana is divided up into 10 administrative regions as shown in Figure 1: 1) Barima-Waini 2) Pomeroon-Supernam 3) Essequibo Islands - West Demerara 4) Demerara-Mahaica 5) Mahaica-Berbice 6) East Berbice-Corentyne 7) Cuyuni-Mazaruni 8) Potaro-Siparuni 9) Upper Takatu-Upper Essequibo 10) Upper Demerara-Upper Berbice.

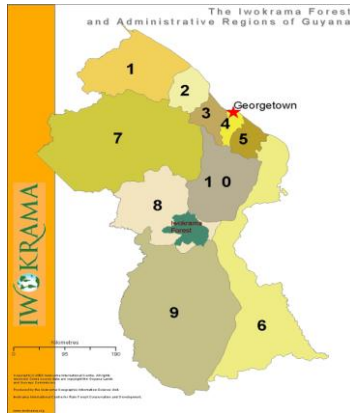


Figure 1. Graphic courtesy the Iwokrama International Centre GIS, 2005

Sugar and rice are the mainstays of the economy. In addition, logging, fishing, sawmilling and gold- and diamond-mining are very lucrative for parts of the country. Purchasing power of the country's residents, however, is now extremely low. Wages for adults and youth do not nearly approximate the costs of living. Informants state they "get by" on what they can in spite of very low wages throughout the country.<sup>2</sup> One advertisement in the Guyana Chronicle of June 7 advertised a need for ten forklift operators willing to work 12 hours per day, to be paid a daily rate of the equivalent of US\$18.00.

Guyana's population is young: more than 86 percent are younger than 50 years old. Estimates of the United Nations Common Country Assessment are that 31 percent of the population is between 0 and 14.

## VI. Primary and Secondary Education in Guyana

There is near universal enrollment in primary school. In spite of this fact, the Common Country Assessment indicates that actual functional literacy among the total population is less than 55 percent in 1998.

Entry into secondary education is based on a placement examination, the Secondary School Entrance Examination (SSEE), administered to eleven-year-old students. Those who complete primary school and pass the SSEE are eligible to continue in secondary school. Those who score poorly on the SSEE are offered a continuation of primary education for three years, known as the secondary department of primary school.

General secondary schools have a six-year program, with Forms I through VI (Form VI is the equivalent of the senior year of high school in the U.S.). At the end of the program, students take the Secondary Schools Proficiency Examination for entry into trade school, or examinations at the General

<sup>2</sup> United Nations reports that the minimum daily wage is equivalent to US\$15.00-16.00 though all informants indicate this is higher than the actual average daily wage.

Certificate of Education (GCE) Advanced Level or Caribbean Examination Council examinations for university admission.

In addition to the general secondary school, there is the community high school, open to students over twelve years of age. Here, students take basic and academic courses, and also concentrate on a vocational area. There are also 21 technical-training institutes at the secondary level, the most well-known of which is the Government Technical Institute (GTI) discussed later. Actual enrollments for the latest available year are as follows:

### Educational Enrollment in Guyana

Institution	Number	Male Enrollment	Female Enrollment	Total
Nursery	386	16,983	16,383	33,366
Primary	426	51,369	49,629	100,998
Secondary Department of Primary	322	7,436	5,726	13,162
Community High School	36	7,016	5,405	12,421
General Secondary School	68	15,554	20,116	35,670
Technical-Vocational Training	21	2,528	779	3,307

*Note: Does not include Special Education, University and Teacher Training Institutions.*

*Source: Digest of Educational Statistics of Guyana 1997-98.*

An analysis of the results of the SSEE at the end of primary school indicates that fewer than one-third of the students scored 50% of the total marks in the various subject areas of Mathematics, English, Science and Social Studies.

The following table shows the percentage of students at the SSEE scoring more than 50 percent of the marks in each subject area.

Year	Social Studies	Mathematics	Science	English
	>50%	>50%	>50%	>50%
1992	17%	4%	21%	8%
1993	14%	8%	22%	9%
1994	16%	11%	30%	14%
1995	14%	22%	27%	21%
1996	20%	12%	29%	21%
1997	33%	19%	34%	34%
1999	40%	20%	47%	27%

*Source: EFA 2000 Assessment: Country Reports Guyana*

Further diagnostic testing in the first form of secondary schools reveals that many students are reading well below their chronological age.

#### A. Literacy Levels of Youth Most at Risk of Child Labor

Human Development Indices for Guyana as defined by the UNDP Human Development Reports show high rates of literacy according to the basic definition. It is at the level of primary school (grades 1-6, ages 5 years 9 months to 11 years) that children are supposed to acquire basic literacy and numeracy skills. But, despite what the international databases tell us, according to key informants, including primary school teachers and direct observation of nonformal literacy classes provided for children who have dropped out of school, there is a functional literacy problem in Guyana. The literacy and numeracy skills in which out-of-school children need most are the same areas in which primary and lower secondary school students need assistance. Results of local surveys found that many children who complete primary school and secondary school still have not attained basic literacy skills and cannot follow instructions.

Kenneth Danna reported in 2002 that of those respondents who did not attend school regularly, 60 percent could not read well, and 20 percent could not read at all. Further, a survey of out-of-school youth conducted by the University of Guyana in 1995 showed that in some villages, up to 89 percent would have difficulty reading and understanding a simple sentence connected with everyday life. Recent assessments carried out in selected regions of the country indicate that the problem of reading among school-aged children is far greater than realized and increasing.

A 1994 World Bank Report concluded that the problem of overall low performance and high incidence of dropout in the secondary schools originates in poor primary education. Further, there is emerging evidence that children are coming out of secondary schools without having basic literacy and numeracy skills.

In the Parika child labor program managed Varqa Foundation, 76 out-of-school youth ages 11-17 and 130 Primary School students identified as at risk of dropping out due to poor school performance were given the Conmeth Guyana Best Rearranged Word Test (NCERD)<sup>3</sup> for assessing their literacy levels. Both of groups demonstrated similar results, ranging from no literacy ability at all to very low basic skills in reading and writing.

If we match the literacy assessment results of youth in the Parika program to the ACTFL Performance Guidelines for K-12 Learners based on the ACTFL Proficiency Guidelines<sup>4</sup> and the Interagency Roundtable Language Skill Level

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<sup>3</sup> National Centre for Educational Resource Development connected to Cyril Potter College of Education.

<sup>4</sup> American Council for the Teaching of Foreign Languages: the ACTFL Proficiency Guidelines assume a certain level of cognitive development with which the language user can perform

Descriptions (IRI) for reading and writing, the Parika youth demonstrate proficiency levels at the Novice level according to the descriptors below, with the majority ranging from zero proficiency to Novice-Low and Mid. All are well below grade-level expectations and minimal functional literacy, with the indicator of general functional literacy being the descriptor for Advanced proficiency. Teachers and tutors have similar observations regarding students' writing abilities. Participants ranged at Novice level according to the ACTFL Guideline descriptors for writing.

Teachers and NGO representatives interviewed note that youth often are able to conceal their low literacy levels by developing the ability to copy information from the board as described in Novice-Low to Mid, yet they are unable to read.

#### B. Primary Teacher Qualification

The percentage of Guyana's trained teachers has been steadily declining from 58 percent in 1991 to under 50 percent in 2000. This trend is observed even as the Cyril Potter College of Education (CPCE), the national teacher training college for teachers, is enrolling an increasing number of trainees. No formal tracer study has been done, but indications are that teachers are being lost to other Caribbean countries, the private sector and through migration to more developed countries. Of concern is that trained teachers are unevenly distributed across regions with urban areas where 60 percent are certified to teach, as opposed to rural areas where only 45 percent are certified. An even greater disparity is apparent when Hinterland regions are considered (Regions 1, 7, 8, 9) where the population of trained teachers is as low as 30 percent.

#### C. Secondary Teacher Qualification

According to UNESCO country reports and discussions with officials of the CPCE, about 56 percent of teachers at secondary level are trained. However, 58 percent of general secondary teachers are trained in contrast to 50 percent of those working in the secondary department of primary schools (schools in which youth need most remedial assistance). Similarly, nearly 49 percent of trained teachers work in the capital of Georgetown, leaving the ten regions to share the remaining 51 percent of trained teachers.

Also of concern among key informants is that the proportion of trained teachers, particularly trained graduates, may fall even lower in the future. Teachers' salaries and working conditions are not competitive with those offered by the private sector or by opportunities outside of Guyana and, in the last two decades, the education sector has lost many teachers. The loss of experienced teachers leaves children from the lowest income groups enrolled in those schools with the highest percentages of untrained teachers.

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language tasks and functions and also describe language proficiency regardless of where and how it is acquired.

One East Indian family took their five daughters out of school because their parents allegedly could not afford to send them anymore. The parents need their assistance on farms and to rear animals all day. The family depends on selling cash crops and milk for a living. They have no sons. When most girls reach adolescence in this area, parents take them out of school to sew, work as laborers and do domestic work. Kenneth Danns, The Situation of Children in the Worst Forms of Child Labor, Guyana (2002) p. 53.

## VII. Parents' Attitudes Toward Education

Until the 1930s, Indo-Guyanese often were opposed to sending their children to school. The plantation workers feared both discrimination and the influence of education on their children, and they likely were also reluctant to forgo the wages and labor children provided. In the 1930s and 1940s, however, a significant number of Indo-Guyanese became successful farmers and subsequently came to regard their children's education as an

opportunity. From that time forward, the increasing enrollment of Indo-Guyanese children in elementary and secondary schools reflected parents' changing attitudes.

"The attitude is to hell with social and religious values." This is the case for many. Some say why bother to get an education and work (e.g. as a clerk with the government) and still can't live a decent life and pay bills. Kenneth Danns, The Situation of Children in the Worst Forms of Child Labor, Guyana (2002) p. 43.

Unfortunately, curricular content seems now to hold a secondary place to passing the entrance examination required for entrance to secondary school and future eligibility for a professional job. Parents and teachers have shown little interest in the vocational and technical curriculum that could prepare students for agricultural and other skilled trades. The community high school has the reputation of a second rate institution, one that accepts only those who cannot pass the exam or cannot afford the cost of a secondary school education.

Many key informants suggested that it is common for children to work because it is next to impossible for parents, particularly a single parent, to raise a family. Most people are not well-paid and families rely on their children, especially the oldest child, to assist the household.

## VIII. Effects of Emigration on Education and Work Opportunities

There were an average of 6,080 emigrants each year between 1969 and 1976, a number that grew to an average of 14,400 between 1976 and 1981. Emigrants go to the United States, Canada, Britain and the Caribbean.

Deteriorating economic conditions have caused an upsurge in emigration since the 1980s. Unofficial estimates in the late 1980s put the number leaving the country at approximately 30,000 annually. Many of these people were reported as middle-class professionals, largely Indo-Guyanese. This emigration has resulted in a significant loss of skilled personnel and, as indicated above, a

consequent certain decline in the quality of teaching because of so many professionals who have migrated.

### **IX. Effects of HIV/AIDS on Vulnerable Youth**

Guyana has the highest HIV/AIDS rate of all countries in English-speaking Caribbean. It is believed that many are infected as teenagers. Children interviewed for a UNICEF assessment on the incidence of youth with HIV/AIDS stated their immediate needs include assistance with school work, computer help with school work and uniforms to attend school. These needs, identified mainly by girls ages 10-14, support the data from key informants who state that parents often cannot afford to keep youth in school.

In group discussions of youth surveyed for the same UNICEF assessment, young people's first and most commonly-stated needs were that they were hungry, they needed school uniforms or shoes and/or that they had to walk long distances to schools.

### **X. Legal Environment Surrounding Youth and Work**

The Guyana Employment of Women, Young Persons and Children Act forbids employment of children under the age of 14 and authorizes convictions of parents who contrive to have children under 14 obtain employment. The Act authorizes legal employment of youth ages 14-16 yet still requires employers to maintain birth records and records of when youth enter and leave their employment. The Act does NOT apply to employment in which only family members are employed, an inconsistency with the provision of UN Convention No. 138 that covers all employment.

Guyana's Education Act also forbids the employment of youth under age 14. This Act allows youth to work with their parents "being such service as is usually given by children to their parents" and so long as the work does not interfere with school hours. In practice, even appointed officials acknowledge these two pieces of legislation are dated and there is a lack of enforcement, particularly concerning children who work for their parents.

The Convention on the Rights of the Child applies to every child, defining this as "every human being below the age of 18 unless, under the law applicable to the child, majority is attained earlier." The majority age in Guyana is 18 years old, yet it is clear that the laws governing employment hardly protect those between the ages of 14 and 18.

In 1990 Guyana participated in the World Summit for Children. At this convention, a declaration on the Survival, Protection and Development of children, including a Plan of Action, were adopted. The National Plan of Action was finalized in 1995 by the National Commission for the Survival, Protection and Development of Children and this was approved in 1996.

## **XI. Government Response to Child Labor**

The government, as ILOLEX indicates, ratified Convention 182 on November 19, 2000. Guyana had already ratified Convention 138 on Minimum Age in 1976 but specified the minimum age as 15. ILO Convention Nos. 138 and 182 distinguish between unacceptable “child labor” that is to be abolished and “child work” that may contribute to a child’s healthy development.

The Minimum Age Convention stipulates, “National legislation should fix a minimum age or ages at which children can enter into different types of work” (International Labor Organization, 2002b). Although the convention states that the general minimum age should not be less than the age for completing compulsory schooling and in any event should not be less than 15 years of age—the ultimate aspiration being 16 years—it offers some flexibility for developing nations until they are able to comply fully with the convention. Light work may be allowed for those 12 and older, and non-hazardous work is allowed for children 15 and older. Hazardous work and the worst forms of child labor are never allowed for children.

In addition to legislation passed by Parliament this year prohibiting trafficking, child prostitution and child abuse, the ILO Sub-Regional Office has launched, in collaboration with Canadian International Development Association (CIDA) in 2001, the Regional Child Labor Project in response to a request for support and research from Caribbean community delegates who attended tripartite meeting on Child Labor.

Specifics of the governmental responses to child labor include:

### A. National Steering Committee on Child Labor

A National Steering Committee on Child Labor has been established to place child labor issues on the national policy agenda and to facilitate the development of a National Strategic Plan to eliminate the worst forms of child labor. First Lady Uma Jagdeo chairs the Committee which has this year recommended funding through ILO for a Varqa Foundation project in Parika. Members of the committee include representatives of Varqa, Ministry of Education, Ministry of Labor, Human Services and Social Security, Ministry of Health, Georgetown Chamber of Commerce, Guyana Teachers Union and the Consultative Association of Guyanese Industry (CAGI).<sup>5</sup>

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<sup>5</sup> The First Lady also operates Kids First Fund, a national NGO that provides immediately-needed medical, educational and social supports for youth and their families at no cost to the family.

Through the National Steering Committee on Child Labor, and with the support of the ILO Sub-Regional office and IPEC, a pilot program is underway in Parika to reduce and eliminate child labor in this village. Seventy-six youth ages 9-17 are currently served. Youth receive literacy training as well as instruction in one vocational area (hairdressing and sewing; mechanics; carpentry). Youth often continue to work while enrolled in the class yet the overall outcomes of the program are the reduction and elimination of child labor. It is too early to measure results.

#### B. Ministry of Education

A Ministry of Education-funded Government Technical Institute (GTI) enrolls approximately 1,500 youth each year in the skilled trades. All students admitted to GTI pass the SSEE although many youth require remedial education once accepted. The Chairman of the Board states that more boys drop out of GTI before completing their studies and that, often, these boys are between the ages of 17 and 19. Options for those not accepted to GTI (due to failing the SSEE) include the Guyana Industrial Training Center where a variety of semi-skilled trades are taught.

Basic Education, Access, Management and Support (BEAMS): this is an InterAmerican Development Bank-funded program managed by EDC under the Ministry of Education with an overall goal being the equitable alleviation of poverty through access to quality education. The program is well-received throughout Guyana, particularly by the Ministry of Education which has committed to "having the program in every school in the country."<sup>6</sup> There are three components to BEAMS in Phase 1:

1. school performance for academic improvement
2. human resource development
3. civil works – construction of secondary schools. Efforts in this area include conversion of community high schools to secondary schools.

The BEAMS reading program to be implemented under the Ministry of Education at the national level in all primary schools is based on a commercial reading program developed in the US, the Reading for All Learners program. The program is designed to assist parents, tutors, paraeducators, and teachers in presenting reading in an easy-to-learn format. A series of 140 "little books (decodable readers)," ranging in difficulty from kindergarten to mid-third grade is the key to the program.

The BEAMS reading curriculum was originally intended to replace the Timerhi Readers, yet because of local insistence BEAMS and the Timerhi Readers are now intended to be used together, a solution that has appeared to be a compromise also in the best interest of youth. An

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<sup>6</sup> Conversation with Ministry of Education Director of Planning, June 3, 2005, Georgetown, Guyana.

innovative 'cascade' teacher training component (master trainers→cluster advisors→teachers in the schools) also supports BEAMS in that teachers who have no training are provided instruction on delivering the curriculum.

Interactive Radio Instruction (IRI) is the intended delivery mechanism for the BEAMS numeracy program. Based on the initial pilot, many key informants state that IRI is very well-received throughout the country. 185 IRI lessons have been written up to the second grade level and radios have been purchased for all primary schools in the country.

The Escuela Nueva Project: Introduced in Guyana in 1998, this primary education model has been imported from Columbia and is being piloted in Regions 1 and 9, two hinterland areas with a very high percentage of unqualified teachers. It features innovative strategies and methodologies aimed at improving learning and the quality of education to schools with limited resources, particularly those forced to adopt multigrade strategies in rural, poor urban and hinterland areas. The program is designed to relate the educational content to community life and is flexible in terms of promotion and the learning process.

Interactive learning guides allow the students to be positively involved in learning activities. Work is project-oriented based on continuous assessment. For example, if a student is away from school for a month because he/she has to help in the family farm, on return to school he continues with his project and is not one month behind the rest of the class. Promotion to a higher grade occurs when the relevant project units have been completed.

### C. Ministry of Labor, Human Services and Social Security

The Basic Competency Certification Program (BCCP) is a pilot program underway within the Ministry of Labor in coordination with the Ministry of Education to require children to take one vocational course in addition to the regular academic courses. Once complete, youth will be "certified" Level 1 (semi-skilled) in the vocation at 13-14 years of age. The expected outcomes are that youth will be better prepared for employment although data will not be available for several months. The BCCP utilizes Practical Instruction Centers (PICS) for the vocational course instruction. There are currently 20 PICS throughout Guyana, utilized through a cluster school system. In order to gain entry to the PICs, youth must be enrolled in general secondary schools and possess minimum basic skills. Officials of the Ministry of Education have discussed the idea of opening the PICs to youth during afterschool hours.

The Ministry of Labor, Human Services and Social Security supports efforts that prepare youth for apprenticeship training programs. A public-private sector Board of Industrial Training oversees the Ministry's

apprenticeship training program. This Board, however, needs stronger ties to the private sector, and a mandate to better focus its mission, according to key informants.

The “drop-in center,” in Georgetown, also funded by the Ministry of Labor, Human Services and Social Security serves an average of 17 youth most at-risk of dropping out of school. Youth served range in age from 8-17. This center offers meals, general child care and even a place to sleep for those parents who cannot retrieve their children at the end of a day. According to the Chief Probation Officer, the children who utilize the center are enrolled in school. She refers to the larger group of street children who do not utilize the center as ‘out of place’ children, out of school and working with the tacit approval of their parents. There is little quantitative data on this group.

The key to the success of these centers and the reasons youth are found there after school hours appears to be the presence of a caring adult. Adults who staff the drop-in center are volunteers who may be on vacation or simply drop in to help care for youth. Few structured programs are offered in the center although it is a place where youth feel safe.

#### D. U.S. Department of State

The U.S. government noted in its report of June 3, 2005 that the Guyana has made significant progress over the last year in dealing with trafficking in persons, including young people. The report encourages Guyana to investigate and prosecute traffickers and to work with nongovernmental organization to improve conditions. Any such response by the Guyanese government goes a long way in stating that trafficking is not tolerated in the country. As a result of these few recent government efforts, the political climate is conducive to efforts to tackle the problems of child labor. Work must be undertaken effectively and over a relatively short period of time, however, and design of this project capitalizes on the will and resources of its people, including youth, to solve the problems of child labor.

## **XII. Non-Governmental Programs that Support Youth**

There are a variety of governmental and nongovernmental programs designed to support working and non-working youth.

The Varga Foundation (referenced above as the management organization of the child labor project) supports a national literacy program that provides instruction to youth throughout the country. On the Wings of Words is a national literacy program funded by the Guyana Book Foundation, Baha’i Faith, British High Commission, CIDA and UNICEF. The program aims to improve literacy skills of the youth ages 4-16.

Training themes are stories, drama, art, health, education, abstinence and spirituality. The program seeks to develop:

- the necessary pre-reading skills to ensure success in early reading
- the ability to decode words
- comprehension, critical reading skills and reading for enjoyment
- equipping parents to raise children to be good citizens
- empowerment of youth to take control of their lives
- increased self-confidence

Varqa's facilitator's guide is written by Guyanese experts—often Ministry officials—so subject matter is relevant to youths' lives. More than 1,200 facilitators have been trained and they have reached more than 7,000 youth.

Varqa's approach to youth leadership and participation is through "Youth can Move the World," a curriculum written in collaboration with the University of Guyana that offers a leadership training to youth and young adults ages 16-29. Facilitators, once trained, then work with 1) 11-14 year olds and with 2) 15 and older youth. The younger youth is a new population target. To date, Varqa Foundation has trained more than 1,000 facilitators as youth leaders.

Our team learned of a young person aged 19 who completed primary and secondary school, and found work as an airline steward at the airline company. He was literate, motivated to work and already connected to family supports. Within two months on the job, he was approached to move drugs through Guyana and outside the country on the airliner on which he worked. When at home, he sought out his Youth Specialist and confided to her he'd been pressured three times before quitting his job, afraid he would succumb to the temptation.

Conversation with Pamela O'Toole, June 5, 2005

Over the past five years, the Varqa Foundation has also offered international diplomas through the University of Cambridge (Britain) in information and communications, technology, business, travel and tourism. This year, the foundation will launch the School of Nations University, a program to offer 40 undergraduate courses toward a degree through the University of London. Another course to be offered is the Diploma for Teachers and Trainers, a course aimed to further develop teachers' competencies and abilities to work with youth.

Youth Challenge Guyana is an organization that delivers life skills to in-school youth. The organization operates as a "high school club" in which youth are sensitized to community projects and life skills. The program, originally funded by CIDA, serves girls and women and supports networking-for-problem-solving for working parents. The key to the program is peer educators, young adult volunteers trained to work with groups of youth throughout the country.

Youth Challenge Guyana programs operate in Regions 1, 8 and 9 and primarily with Amerindians. The organization supports 90 volunteers

around the world. The organization reports that 200 youth have been served directly and 2,500 youth have indirectly benefited from the program by gaining better and more effective skills for healthy living.

The Commonwealth Youth Program is a policy-setting organization with its main Caribbean office in Guyana. The organization is funded by the Ministry of Youth, Culture and Sports and its main purpose is development and implementation of a strategic plan to advance the social, economic and educational needs of youth throughout the Caribbean. One project underway at present is the development of standards for improving the capacity of Guyana's youth workers. The project involves development of skills and accompanying training for staff who work with youth,

Help and Shelter is a widely-respected organization that provides services and supports to women and children who are victims of sexual and domestic abuse. The organization is funded by CIDA and the Ministry of Labor, Human Services and Social Security. Help and Shelter provides training through workshops to teachers and volunteers to help them recognize signs of abuse. The organization also brokers safe places for its clients.

The Adult Education Association in Georgetown has demonstrated success, largely because of partnerships formed recently to help youth succeed. The U.S Peace Corps, Guysuco (a national sugar maker) Blairmont Estate, West Berbice Chamber of Commerce, the Department of Education-Region 5, Hopetown Foundation and the Regional Democratic Council all have supported successful completion of 300 young people this Spring term in completion of information technology, food and nutrition, child care management, floral arranging, literacy and numeracy and computer repair.

Every Child Guyana offers an afterschool literacy program for 7-11 year olds. A reading specialist (trained teacher) works alongside an early childhood specialist to assist youth and their parents. Parents, most of whom are single, must pledge their support for their children's success while in the program. Vouchers are provided to youth for participating in the literacy program in order that they can afford to spend their time in literacy training rather than at work.

Every Child Guyana collaborates with the Ministry of Education to serve street children at the drop-in center in Georgetown. More than 150 youth are served through this project that provides literacy training, support and counseling and vitamins and medication for those identified with AIDS. Program managers of Every Child Guyana are willing to work with EDC to expand on their success.

In the Rupununi (interior) region, there exists the Rupununi Weavers Society, founded in 1991 that works to provide income-generating opportunities to the communities. The Wapishana, for example, are known for high-quality hand-woven hammocks. The Weavers Society harnesses these traditional skills and deploys them in the production for sale to local and international markets. Beneficiaries of the projects include the weavers themselves and the cotton spinners.

The NGO Forum was formed five years ago as a means to discuss and develop standards-setting processes throughout the sector, and for collaborating on funding opportunities. The organization elects officers but more work, and perhaps additional support, is needed to advance the work of the NGO community in the country.

Unique to the Caribbean, the Consultative Association of Guyanese Industry (CAGI) is an organization whose history dates to the 1960s and which was driven largely by the private sector. The labor movement and professionals educated in England and working throughout the Caribbean made for tumultuous times between employers and their employees. As a result of this period, CAGI was developed and grew to be the source of employability skills and training on legal issues for employees seeking to work within the private sector. Today, the organization speaks for its members, including the private sector employers, on workplace safety, AIDS in the workplace and training. The organization is funded by member dues and fees for training. The President of the organization represents Guyana to the ILO, and serves as Chairman of the Board of Directors for the country's largest publicly-funded vocational training center: the Government Technical Institute (GTI). He also serves on the National Steering Committee on Child Labor, and has offered to be helpful to the EDC team for this project.

Additional local NGOs exist that have a good reputation among NGOs as well as government officials. Some of these are Linden Care Foundation in Linden and Volunteer Youth Corps, Red Thread, YWCA and Hope for All in Georgetown. Taken together, these and the organizations and agencies described above provide a variety of services including counseling, direct care, community outreach, literacy and education, youth leadership. They are also a source of teaching personnel under this project.

### **XIII. International Agencies Addressing Child Labor and Supporting Youth**

In addition to the NGOs, international agencies have a presence and often lead efforts to support youth.

UNESCO is an important community advocate and leader in the country. Its director, a former teacher, currently spends volunteer time in the drop-in center that serves youth. UNESCO is directly involved in efforts to support formal and nonformal education and, in addition to support for youth at the drop-in center, participates with the Adult Education Center and the special schools for youth offenders.

UNICEF is an active community partner in Guyana, advocating for youth and their families. This organization is leading efforts in connection with the Ministry of Labor, Social Security and Human Services to identify the gravest problems or orphans and vulnerable children and to identify and heighten awareness of violence and the problems of HIV/AIDS. UNICEF has directly supported development of an education program centered on the model of small, community-centered schools. Though early in the process, the Ministry of Education has devoted full-time staff and support for its growth, in collaboration with UNICEF.

Beginning in 2006, UNICEF will dedicate a portion of its Guyana portfolio to projects that serve street children, an attractive prospect for sustainability and future resource development under this project.

The ILO office in Georgetown is active in the fight against HIV/AIDS and has the support of the U.S. Department of Labor and USAID. The Project Coordinator has indicated the need for work to reduce and eliminate child labor and has offered to be of assistance in connecting us to other international agencies and local NGOs.

Efforts to help youth stay in school and to reconnect them to the learning environment must include UNESCO, UNICEF and the local ILO office as active international community partners. Meetings took place with leadership of all these international agencies.

#### **XIV. Targeted Youth and Areas for Child Labor Interventions**

Targets for the present project draw on the research and interviews with international organizations, the Ministry of Labor, Human Services and Social Security, Ministry of Education, Kenneth Dannels' research and MICS. The geographic targets of the project include in-school and out-of-school youth from the areas and sectors as follows.

## Target Population and Geographic Focus of the Project

<b>Geographic Target and Region</b>	<b>Target Children</b>	<b>Percent of all children who work</b>	<b>Age Range</b>	<b>Ethnicity</b>
1. Georgetown-4	Street children	30%	9-12	East Indian, Afro-Guyanese, Amerindian
2. Parika-2	Children working as vendors, porters, farmhands, prostitutes	15-20%	5-14	East Indian, Afro-Guyanese
3. Charity-2	Children working as porters, domestics, prostitutes	25-40%	5-14	East Indian, Afro-Guyanese, Amerindian
4. Corriverton-6	Children working in sugar, fishing, farming, sawmilling, trafficking	10-15%	10-16	East Indian, Afro-Guyanese
5. Bartica-7	Children working in mining, logging, sawmilling, and as prostitutes	15-20%	5-14	East Indian, Afro-Guyanese, Amerindian
6. Linden-10	Children working in mining, logging	Not available	9-14	Mostly Afro-Guyanese
7. Rupanuni-9	Children working in farming, ranching	Not available	9-14	Amerindian

*Note: Developed from interviews of May 31-June 8, 2005 and from primary research including Danns, Kenneth. Investigating the Worst Forms of Child Labor in the Carribean, GUYANA. International Labour Organisation Sub-Regional Office for the Carribean (2002).*

The EDC team will require assistance from the Bureau of Statistics as well as advice and guidance from those of the National Steering Committee to locate and recruit the most vulnerable populations. The Bureau of Statistics can be very helpful in identifying vulnerable youth and holds the data from the MICS/UNICEF survey.

Following is a discussion issues and interventions unique to each targeted areas and populations and for which guidance will be sought from the Steering Committee, implementing organization and local NGOs.

1. Georgetown: Street children should be the focal point for this program. Currently, there are some in-school youth who spend after school hours at the "drop-in center," a place that provides care, homework held and sometimes a meal to youth. However, there are no such similar publicly-funded supports that exist for out-of-school youth. Out-of-school youth are provided few if any services by organizations including Adult Education Association, Sophia Special

One 14-year old girl's body was found in a ditch. There was evidence she had been sexually assaulted. She was last seen arguing with two men who had cornered her against a wall. Two days earlier one of the men had given her a necklace. When she told her mother about the man's gift, her mother insisted she never meet with this man again. Staebrook News, June 3, 2005

School (for youth offenders) and YWCA. Every Child Guyana has a program to serve street children and they may be helpful.

In Georgetown, street children should be targeted for outreach and connection to the drop-in center (if in-school) and to NGOs providing afterschool training, support and medication (if out-of-school). At both locations, organizations serving as the hub for services should have learning materials

(literacy materials, etc.) described above, referral services and supports.

2. Parika. Like other areas, youth in Parika finish primary school, but the distance to secondary school is then too far for them to attend, or they are unable to pass the Secondary School Entrance Exam (SSEE). EDC's implementing partner is currently working in Parika on a pilot program to serve street children, providing literacy instruction and vocational training in hairdressing/sewing, mechanics and carpentry. Services are for in-school and out-of-school youth. Under this project, the Parika services should be expanded to reach additional youth.

3. Charity. This is an area identified as one with particularly difficult issues involving drug abuse, sexual abuse and child labor. In response, a 41-member community development committee was formed in June to alleviate these problems and is working to eliminate drug abuse by youth and adults, and sexual abuse including sexual trafficking of persons by teaching its members vocational skills in order to transfer these to enterprising ventures for the community. Sewing, catering, cassava bread making and pepper sauce production are among those skills being taught. In addition, members participate in self-help work that enhances the community (such as ditch cleaning and parapet cleaning). Community leaders state the importance of solving their problems locally. EDC should identify and recruit youth laboring or at risk of laboring and provide literacy training, youth leadership and basic skills development to those most vulnerable.

4. Corriverton is located on the coastline in region 6, East Berbice-Corentyne. The town is about 28 square miles with a population of 13,429. The population is a mix of East Indians and Afro-Guyanese with East Indians in the majority. The Corentyne River separates the town of Corriverton from the country of Suriname. Smuggling and trafficking in persons is visible. Youth should be identified and recruiting to participate in literacy training, youth leadership and basic skills development.

5. Bartica. This is a township located at the confluence of the Essequibo and Mazaruni Rivers. It has an area of approximately one square mile. Started as an

Anglican missionary settlement, it came to be regarded as the "gateway to the interior" before the coming of the airplane, serving as the jumping off point for journeys into the Hinterland. It was then also the first settled village that "porkknockers" (gold-miners) came to when journeying back home from the interior. Youth should be identified and recruited to participate in literacy training, youth leadership and basic skills development.

6. Linden. This mining town is situated inland in Demerara. Linden remains the gateway to the interior and trade opportunities, bordered by virgin rainforest which makes up about 80 percent of the territory. The area is also rich in bauxite and gold. Surveys have also shown high opportunity in the areas of forestry, agriculture, quarrying, telecommunications and tropical fish cultivation. A new road is being constructed and will link Georgetown and Boa Vista in Brazil. This road will not only open up the South American markets but also Mercosur, the Spanish and Portuguese-speaking trading block. As part of the development, upgrading of the river transport is seen as a key issue. Youth should be identified and recruited to participate in literacy training, youth leadership and basic skills development.

7. Villages in the Rupununi. The Rupununi is a vast area of grasslands with sparse trees, a few villages, gallery forest on the river banks and forested mountains in the southwest of the country. The savannah is divided into North and South Rupununi by the Kanuku Mountains and scattered with Amerindian villages and large cattle ranches. About 91 percent of the population is Amerindian, representing the Makushi (77%), Wapishana (11%) and Arawak (3%) peoples. The balance of residents are either self-described as "mixed" or of East Indian or African descent. Cattle ranching is common here.

Every year the rains flood the savannahs and in many cases it is only possible to move about by jeep or boat. EDC's implementing organization (Varqa) works with villages in the Rupununi teaching literacy and encouraging youth leadership. Youth should be identified and recruited to participate in literacy training, youth leadership and basic skills development.

## **XV. Program Interventions for Child Labor Project**

Strategies for serving in-school and out-of-school youth are needed to support them in learning environments that increase the likelihood they will gain basic skills and additional academic and vocational skills leading to economic opportunities. One of the most effective interventions for reduction and elimination of child labor is the provision of quality education.

### **Elements of an effective intervention to reduce and eliminate child labor are:**

1. Conduct an in-depth survey to gather additional quantitative data in the targeted project areas on the extent of worst cases of child labor.

2. Use the results of the survey to contribute to the development of national policy by adding to the database and mobilizing awareness and effective enforcement and legal remedies on the issue of child labor.
3. Coordinate with other programs and policies, as discussed in this report, to construct a broad, coherent and sustainable framework aimed at combating poverty and social exclusion.
4. Provide nonformal education interventions with a focus on literacy enable child workers to catch up with their peers and provide functional literacy skills for continuing education and/or entering vocational skills training programs.
5. Provide vocational education and training: In preparation for entry into gainful, skilled employment, vocational education and training programs provide practical skills for older children who have already acquired functional literacy and numeracy skills.
6. For in-school at-risk children, the school day should include extended-day activities to prevent children from combining work and school. Out-of-school children should be connected to education and training to lessen the hours available for work.
7. Provide nonformal education and training for parents to provide literacy and parenting skills.
8. Efficient and comprehensive systems of evaluation and monitoring are in place to track the children and their families.

**1. Conduct an in-depth survey to gather additional quantitative data in the targeted project areas on the extent of worst cases of child labor.** The foundation of a successful intervention strategy is solid research. Additional data is needed on the children specific to each geographic area of the country. Data from the Rapid Assessment study conducted by Kenneth Danns and the MICS should be used in conjunction with additional baseline analysis for each geographic area. A data-gathering approach to ensure that the most vulnerable populations in each area are identified immediately upon award should be used. This survey will provide the government, international organizations, national NGOs, and the public with much needed additional reliable qualitative and quantitative data on the worst forms of child labor.

Additional data is needed on the children specific to each geographic area of the country and, therefore, in-depth survey should be conducted on worst forms of Child Labor in each of the project target locations. Data from the Rapid Assessment study conducted by Kenneth Danns and the MICS should be used in conjunction with additional baseline analysis for each geographic area. A data-gathering approach to ensure that the most vulnerable populations in each area are identified immediately upon award should be used.

The survey for targeted communities is likely to include at least the following data elements.

## Key Elements of Survey Questionnaire Contents

<b>Demographics</b>	<b>Local Education Resources</b>	<b>Child Labor</b>	<b>Occupational Health and Safety</b>
<ul style="list-style-type: none"> <li>• Place name of origin (village, community/town)</li> <li>• Number in household</li> <li>• Household head(s)</li> <li>• Household older siblings</li> <li>• Age, gender, education status, work activity of children and youth under 18</li> <li>• Contribution of children and youth to household income</li> <li>• Migratory status of the household: place of origin, length of period living in the village, migratory patterns or practice</li> <li>• Ethnic background</li> <li>• Housing (structure and amenities)</li> <li>• Annual family income and sources</li> </ul>	<ul style="list-style-type: none"> <li>• Local school enrollment rate</li> <li>• Actual attendance</li> <li>• Number of out-of-school youth</li> <li>• Grades completed by children and youth</li> <li>• Proximity of schools (primary, secondary)</li> <li>• Literacy rate of children and other family members</li> <li>• Attitudes toward education, formal school and teachers</li> <li>• Attitudes toward access &amp; relevancy of formal education</li> <li>• Attitudes toward, and access to, non-formal education programs</li> <li>• Reasons children attend or do not attend school</li> <li>• School facility condition and needs</li> <li>• Quality of teaching methodology/curriculum used (formal/non-formal)</li> <li>• Interest in participating in nonformal literacy life skills education program.</li> </ul>	<ul style="list-style-type: none"> <li>• Knowledge and attitudes about child labor</li> <li>• Awareness of child rights</li> <li>• Awareness regarding child labor-related national laws and regulations</li> <li>• Enforcement within communities.</li> <li>• Traditions or cultural practices that influence children's activities</li> <li>• Child/youth work performed</li> <li>• Type and location of work at home, farm, other places.</li> <li>• Specific work-related activities performed by the youth/children in household</li> <li>• Hours worked per week</li> <li>• Periods when work is performed</li> <li>• Seasonality of work</li> <li>• Conditions of work (type/frequency, exposure to the sun or to chemicals, evidence of other dangerous conditions, etc.)</li> <li>• Accidents and injuries incurred due to work-related activities</li> </ul>	<ul style="list-style-type: none"> <li>• Knowledge/attitudes about safe work practices and procedures, by activity</li> <li>• Knowledge and practice of youth on what to do in the event of accidents and injuries.</li> <li>• Knowledge and attitudes related to risk and risk management and prevention of accidents and injuries</li> <li>• Accidents or work related health problems reported by others in the community</li> <li>• Other hazardous or dangerous work evident within the community where children are involved or at risk of involvement (mining, fishing, prostitution, etc.)</li> <li>• Involvement of children in the application of chemicals such as pesticides: housing/school proximity to treated work areas, potential for drift, posting, re-entry intervals, methods of application, handling of equipment, maintenance of equipment and protective gear, storage and disposal of pesticide containers, etc.</li> <li>• Knowledge and attitudes about HIV/AIDS and its impact at the family and village level and its prevention</li> </ul>

*Adapted from Okutho, George. Survey Data Collection for Time-Bound Programs, International Labor Organization (2003).*

These questionnaires, administered locally with the assistance of local people known to children, are required for gaining any accurate data, and only in this

way may questions about children's work be obtained. Those involved in the worst forms of child labor often do not live at home--trafficked children certainly do not--and household heads are not likely to give information about illegal activities, unless the questioners are known to the families. Through administration of the questionnaire, and through discussions of focus groups, including groups of children, adults, employers and community leaders, information on children and households engaged in domestic child labor can be obtained and used to cross-check information obtained through the MICS survey data.

In the case of street children, and because they will be living in the street or certainly not at home, an approach to carry out random interviews of children, asking them about their working conditions and asking informal sector operators about the children working for them should be applied.

EDC will consult with U.S. Department of Labor to develop the final research instruments and protocols. The questionnaire, for example, will take into account Article 3 of ILO Convention 182 which defines not only the type but the conditions under which the worst forms of child labor take place including:

- work which exposes children to physical, psychological or sexual abuse;
- work underground, underwater, at dangerous heights or in confined spaces;
- work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads;
- work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health;
- work under particularly difficult conditions, such as work for long hours or during the night or where the child is unreasonably confined to the premises of the employer.

WEBMils, ILOLEX, SIMPOC and NATLEX are important elements of the project, and these data, resources and networks, including the Time-Bound programs should be used to directly benefit the Guyana child labor project.<sup>7</sup> The EDC team should work closely with International Labor Organization's International Program on the Elimination of Child Labor (IPEC) to learn more and start to contribute to those programs operating throughout Africa, Asia, Latin America

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<sup>7</sup> ILOLEX, the database of International Labor Standards, is a trilingual database containing ILO Conventions and Recommendations, ratification information, comments of the Committee of Experts and the Committee on Freedom of Association, representations, complaints, interpretations, General Surveys, and related documents. Available through US DOL web site.

NATLEX, the database of national labor, social security and related human rights legislation maintained by the ILO's International Labor Standards Department. Records in NATLEX provide abstracts of legislation and relevant citation information, and are indexed by keywords and subject classifications. NATLEX contains over 55,000 records covering over 170 countries and territories.

and the Caribbean, Europe, and the Middle East to reduce and eliminate child labor. DOL's Bureau of International Labor Affairs (ILAB) is also important to the project in terms of design and monitoring of the international child labor projects.

Survey Size and Objectives. The sample size will be drawn in proportion to the population of the respective communities. Interview will be conducted with a quota sample of 200+ child laborers at various locations in the respective communities where they are found to be operating. Community informants will function as guides to where the children can be found engaged in work-related activities. The snowball technique will be used to locate some respondents. Some of the children interviewed will be able to identify other children whom they know are engaged in similar activities.

Purposes of the survey will be to:

1. Produce additional qualitative and particularly quantitative data related to child labor in targeted communities and occupations;
2. Assess the nature and extent of child labor, particularly in its worst forms as defined by ILO Convention 182;
3. Characterize the working conditions (inclusive of income earned and related hazards) of child laborers;
4. Characterize the child laborers (by age, sex, schooling, and racial background);
5. Identify the socio-economic, cultural and family background of child laborers;
6. Examine the impact and consequences of the occupations on child laborers;
7. Ensure that the most vulnerable populations in each area are identified for project interventions as described in this document;
8. Provide the government, international organizations, NGOs, and the public with the results of the survey to include additional reliable qualitative and quantitative data on the worst forms of child labor; and
9. Use the results of the survey to contribute to the development of national policy by adding to the database and mobilizing awareness and effective enforcement and legal remedies on the issue of child labor.

Enumerator Training and Methodology . The field staff will be trained for five days. Seven teams, each comprised of between 5 to 7 enumerators and including a supervisor will conduct the interviews in each of the targeted communities. The composition of each team should be gender-balanced, include members of the community, members of participating NGOs and cooperating Ministries with experience in fieldwork. Vehicle support will be provided to each team as needed. EDC and a team of consultants will provide the overall supervision of the fieldwork. The time for fieldwork and processing is 6-8 weeks.

The EDC team will require assistance from the Bureau of Statistics as well as advice and guidance from those of the National Steering Committee to locate and recruit the most vulnerable populations. The Bureau of Statistics can be very helpful in identifying vulnerable youth and holds the data from the MICS/UNICEF survey.

Data will be collected through application of the rapid assessment methodology similar to that prepared by ILO/UNICEF. In that assessment, between 8 and 24 respondents were randomly selected and interviewed from across each of the targeted communities producing mostly qualitative data. In this proposed follow-on survey incorporating the base knowledge from the previous studies (MICS and K. Danns), between 20 and 50 respondents will be selected and interviewed in each of the targeted communities with the goal of gathering additional quantitative data on the worst cases of child labor as defined by ILO Convention 182. The rapid assessment methodology utilized for this study will seek to balance statistical precision with qualitative analysis in order to provide policymakers with additional knowledge on the magnitude, character, cause and consequence of the worst forms of child labor quickly and with less expense.

**2. Use the results of the survey to contribute to the development of national policy by adding to the database and mobilizing awareness and effective enforcement and legal remedies on the issue of child labor.** Once youth are identified and recruited for the program, community expertise and use of resources of the organizations and from individuals already working in the areas will have the positive effect of more powerful awareness-raising in each community around the issue. We know from examples throughout the world that simply drawing attention to the problem of child labor in a community is the impetus for its elimination and for conveying to abusers that certain situations are not tolerated.

**3. Coordinate with other programs and policies, as discussed in this report, to construct a broad, coherent and sustainable framework aimed at combating poverty and social exclusion.** As an example, supporting the Ministry of Labor's initiative for income-generating, including microcredits for underprivileged families, especially those whose adults and adolescents have benefited from vocational or skills training is one element that will reduce or eliminate child labor within those families that must have the income their children make in order to survive. The vocational skills training should include provision of tool kits and equipment needed for good jobs or for starting a home enterprise. For example, 10-12 youth who attend the Parika sewing class have ably demonstrated their sewing abilities. However, there is only one manual sewing machine so they have learned to sew by hand. Sewing machines and tool kits for carpentry, mechanics and tools for other identified occupations might be linked to skills training class attendance (not performance) and provided to the family of the participating youth.

**4. Provide nonformal education interventions with a focus on literacy enable child workers to catch up with their peers and provide functional literacy skills for continuing education and/or entering vocational skills training programs.** In interviews with officials from the Ministry of Education, the Chief Probation Officer of the Ministry of Labor, Human Services and Social Security, the Vice President of Cyril Potter College of Education, and spokespeople from other NGOs, the Varqa Foundation and On Wings of Words came across as widely recognized and respected for its well-organized efforts in responding to literacy needs.

In addition to these resources, the Ministry of Education has offered to EDC to make the Escuela Nueva Field Guide (currently in draft stage) available for reproduction for proposed Youth Specialists under this project. The guide, compiled based on best practices of the program as now adapted for Guyana from Columbia, is meant for use by students who go with their parents during harvest time. The Ministry of Education has also stated a willingness to consider requests our team has for granting credit to those youth who do complete a learning module so that teachers do not drop them from attendance records while they are harvesting. The Learning Guide, literacy materials and youth leadership development curriculum all are materials that should be reproduced en masse for this project.

Goals for in-school youth is to enable them to stay in school and make progress academically. For out-of-school youth, the goal is to enable them to catch up with their peers and have the option of returning to the formal education system or having the literacy prerequisites to enter vocational educational and training. For both populations the following five critical components of reading development and instruction should include:

- Phonemic awareness: the ability to notice, think about, and work with the individual sounds (phonemes) in spoken words.
- Phonics: the understanding that there are relationships between the letters of a written language and the individual sounds (phonemes)
- Fluency: the ability to read a text accurately and quickly. Fluency is the bridge between word recognition and comprehension.
- Vocabulary: the ability to store information about the meanings and pronunciation of words necessary for communication.
- Reading comprehension: the ability to understand, remember and communicate with others about what has been read.

Outcomes of the literacy program should be measured at three levels: the acquisition of new skills in literacy (which encompasses literacy and numeracy) of participants and changes in the literacy practices of participants and the social impact of these changes.

**5. Provide vocational education and training: In preparation for entry into gainful, skilled employment, vocational education and training programs provide practical skills for older children who have already acquired functional literacy and numeracy skills.** Vocational skills training is important to this project, especially for out-of-school youth. The child labor program in Parika includes a vocational training program for each of 76 youth. Youth are offered skills training in: sewing/hairdressing, carpentry and mechanics. Ideally, the skills training would take place in the same location as the literacy and youth leadership training. This may not always be possible since a carpentry workshop, for example, may require more space than a literacy program has or is able to secure. Vocational and prevocational skills training can provide immediate motivation for out-of-school participants. This form of practical education is needed to enable youth to use literacy skills in day-to-day life and to acquire skills leading to economic self-reliance. Participants completing basic literacy and vocational skills training will be better prepared to access higher level vocational education and training opportunities.

In the Parika example, vocational instructors are drawn from the community. They are known to youth and are considered by those in the community as proficient in what they do. For this and other target areas, vocational skills training should be specific to those vocations that are available through employers in the area. As our team spoke with key informants, we learned that the Guyanese Chamber of Commerce serves on the National Child Labor Steering Committee and can be helpful in identifying employers who would hire young people who successfully complete the literacy and skills training programs. The vocations may also prepare youth for a small home enterprise.

There needs to be close coordination with the private sector to assess the requirements of the labor market to better align training needs with realistic possibilities of improving economic situations.

**6. For in-school at-risk children, the school day should include extended-day activities to prevent children from combining work and school. Out-of-school children should be connected to education and training to lessen the hours available for work.** Using the resources of the Ministry of Education (classroom), Ministry of Labor (drop-in center and apprenticeship programs) and the NGOs currently serving youth is important to reducing and eliminating child labor through better education. For in-school at-risk children, extended-day activities such as supplemental literacy classes, homework support, leadership skills training will prevent children from combining part-time (or even full-time) work with school and to release adults in the household for full-time work. For out-of-school children, their ability to work fewer hours because of more time spent in literacy, leadership development and vocational skills training will result in fewer hours left for work.

Guides and lesson plans relevant to Guyanese culture, accessible to teachers, tutors and youth and well-received by government officials and other international funders will be used to train those who work with both in-school and out-of-school youth. Some of these materials are *On the Wings of Words* and *Youth Can Move the World*. A Field Guide (now in draft at the Ministry of Education) should be available to youth and their families so that those required to help their parents during harvest time will neither lose academic credits nor be dropped from the rosters due to lack of attendance.

**7. Provide nonformal education and training for parents to provide literacy and parenting skills.** Another important component of child labor eradication programs is the inclusion of a program to educate parents and the community about the hazards associated with child labor. Regular parenting workshops can help bring community members on board and pave the way for the project's success. In the example in Parika, the parenting program is highly effective. The EDC team learned firsthand of the impact from parents on the effects that literacy development and vocational training had on all members of the family. Parenting classes should be available to those who desire to participate, with transportation stipends provided to parents who attend and complete each class.

**8. Efficient and comprehensive systems of evaluation and monitoring are in place to track the children and their families.**

A. Out-of-School Youth Recruitment and Indicators

Strategies for recruiting out-of-school youth should focus on children and youth already working in exploitative situations and as identified through the MICS household surveys. Once the survey lists are available to the team, and following a more in-depth survey of child labor in the local area, youth should be recruited and asked to join the "Youth Can Move the World" leadership training program. We understand from Varqa and key informants that this curriculum is of great interest to youth. A questionnaire given in conjunction with early recruitment should help youth identify what they hope to learn and gain from the program. This questionnaire should also seek to uncover additional immediate needs (medical, housing, violence).

Program completion should be measured by re-enrolling in school or a skills training program and/or completion of the literacy program. As with in-school youth, parenting classes should be available to those who desire, with transportation stipends provided to those who attend complete each class. Key indicators for the out-of-school component--enrollment, retention and completion—are defined as:

Enrollment: number of target children enrolled in the project between the ages of 5 and 17 who have been removed from or are at risk of entering the worst forms of child labor.

Retention: percentage of children retained in an educational program (literacy or skills training) and percent of children enrolled who continue to subsequent years, periods and/or levels of the project. Those counted as retained are those still involved in the educational program and who may or may not be working in exploitative situations.

Completion: percentage of children completing literacy or skills training program as a result of the project. These are youth who enrolled in the program in the beginning and have completed the program.

#### B. In-school Youth Identification and Indicators

Strategies for recruiting in-school youth should focus on siblings of out-of-school youth already enrolled in the program. These youth will be located through their brothers and sisters or from the referral of teachers or other community members who know them. They should be approached by being asked to join the “Youth Can Move the World” leadership training program. Once engaged, they can participate in literacy training similar to those for their out-of-school siblings and friends. A questionnaire should be given in conjunction with early recruitment to identify what youth hope to learn and gain from the program. This questionnaire should also seek to uncover additional immediate needs (medical, housing, violence).

In-school youth in particular will be given homework assistance in addition to literacy training and youth leadership development. Program completion will be measured by advancement to the next grade and/or completion of the literacy program. Key indicators for the in-school component--enrollment, retention and completion—are defined as:

Enrollment: number of youth enrolled in the project between the ages of 5 and 17. If working, percentage of time spent in educational activity versus work activity.

Retention: percentage of children retained in the project and who continue to subsequent years, periods and/or levels of the program. These youth are those who have not started to work in exploitive or hazardous forms of child labor AND who are still involved in the educational program.

Completion: percentage of children completing educational programs as a result of the project. They are youth who enrolled in the program in the beginning and have completed the program.

Those working directly with youth in this project—the Youth Specialist--must have proper training to deal with child labor situations and other exploitation of children and to assist in monitoring. Once trained, Youth Specialists should ensure that youth spend more time in educational and vocational pursuits that when they enter the program and that, if in exploitative situations, the frequency

is reduced in favor of learning and skills development. For those youth involved in the worst forms of child labor, trainers' responsibilities should be to remove them from those environments with help from the community referral agencies and with support to youth and their families.

Monitoring and evaluation of new skills among literacy participants should be based on the ACTFL Proficiency Guidelines and the Interagency Language RoundTable Scales. Evidence will be gathered with respect to changes in literacy practices over the duration of the project. This will involve some baseline data gathering from learners when they first enroll in the program in order to determine the ways in which literacy impacts on their lives at that time. After a period of time learners will be surveyed again to measure the ways in which they have changed the ways they use literacy. Evidence is likely to include measures such as:

- retention in school
- enrolling back in school
- linking to educational and training programs
- reading notices on public notice boards or newsletters
- writing about their experiences
- reading stories of others in child labor situations
- reading books on health, HIV/AIDS, farming, other vocations

Evaluation of literacy gains should also include the social impact of these changes impact on the lives and livelihoods of learners. Some of these changes have direct links with the literacy tasks people are undertaking. For example being able to read notices might lead someone to feel more informed and involved in their community, might result in them gaining access to formal education or vocational training. However, sometimes the links are less obvious but just as valuable.

## **XVI. Role of the Youth Specialist**

Common to program interventions for youth described above within each of the targeted areas should be a package of activities to include literacy and numeracy training, youth leadership development, vocational skills training and parental/community involvement. For each of the geographic target areas indicated for this project, a "Youth Specialist" should be employed to coordinate the package of intervention projects being implemented. That person might be a teacher, vocational instructor, tutor, community leader, someone with leadership and management skills who is well known and respected in the given community. His/her responsibility would be to coordinate literacy, vocational, youth leadership, and parenting class activities with the goal of ensuring that in-school youth are prevented from dropping out, and that out-of-school youth are reconnected to education and learning.

Teachers and trainers of BEAMS might be cross-trained as Youth Specialists for this project using the literacy materials *On the Wings of Words*, and may also benefit from training with *Youth Can Move the World*, the youth leadership development curriculum. Literacy (*On the Wings of Words*) and youth leadership (*Youth Can Move the World*) resources may be reproduced on a large scale with training given for Youth Specialists.

### Summary of Program Interventions for Child Labor Project

<b>In-school Youth</b>	<b>Out-of-school youth</b>	<b>Link to resources in place</b>	<b>Contribution to the Project Goals</b>
Focus on dropout prevention	Focus on improving academic and vocational skills	Prevent dropping out for in-school; reconnect out-of-school youth to learning	Contribute to the development of national policy by adding to the database and mobilizing awareness on the issue of child labor
In-depth survey on the extent of worst cases of child labor and its relationship to education	In-depth survey on the extent of worst cases of child labor and its relationship to education		Contribute to the development of national policy by adding to the database and mobilizing awareness on the issue of child labor
Literacy training supplemental to in-school hours	Literacy training as primary intervention	“On the Wings of Words” high interest literacy materials in use in Parika; field guide from Ministry of Education; resources to be reproduced and strategies replicated in target communities	Improve and strengthen basic education;  Sustain the progress made through this project to improve youth’s outcomes by eliminating or reducing the cases of child labor.
Youth leadership development	Youth leadership development	“Youth Can Move the World” high interest curriculum in use; to be replicated in target communities with Youth Specialists to be recruited from target communities	Outreach and recruitment tool; contributes to the development of national policy by adding to the database and mobilizing awareness on the issue of child labor
Parental Involvement	Parental involvement	Program underway in Parika to be replicated in target communities	Sustain the progress made through this project to improve youth’s outcomes by

			eliminating or reducing the cases of child labor.
Limited vocational skills training	Vocational skills training	Resources and training in place in Parika to be replicated in target communities with Youth Specialists to recruited from those areas	Improve and strengthen basic education
HIV/AIDS awareness	HIV/AIDS awareness	NGOs currently focusing on problem; national effort in conjunction with US DOL	Contribute to the development of national policy by adding to the database and mobilizing awareness on the issue of child labor

The variety of NGOs, the Ministry of Labor drop-in center and the Practical Instruction Centers should serve as points of referral and service locations for literacy and youth leadership training. Organizations including Linden Care Foundation, Help and Shelter, Youth Challenge Guyana, Adult Education Association and Volunteer Youth Corps all will be enlisted (and have been briefed on) the purpose of the project and its goals. Taken together, these organizations provide a variety of services including counseling, direct care, community outreach, literacy and education, youth leadership and recruitment and training of Youth Specialists.

Delivery locations should be identified as soon as possible by the implementing organization and nearest the areas where we believe youth at risk of the worst forms of child labor are located. In the case of the Parika model, community centers and church space were donated and are available for program instruction during those times the building is not otherwise in use.

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## Attachment 1. Proposed Child Labor Project Indicators<sup>8</sup>

Category	Indicators	Definition
<b>Indicator Set 1. Work: Incidence and Magnitude</b>		
ECONOMIC ACTIVITY	1A. Economically Active Children 1B. Labor Force Participation Rate  By: Age Group; Gender; Region; Rural/Urban.	The number (or %) of children who are economically active i.e., reported to have worked either for pay (cash or kind) or unpaid family and domestic workers during the reference period.
CHILD LABOR	2A. Child Laborers 2B. Child Labor Rate  By: Age Group; Gender; Region; Rural/Urban.	# and % of children who reported to have worked either for pay (cash or in-kind), or unpaid family and domestic workers during the reference period, and nature of work or amount of time spent working meets <u>any</u> of the following conditions: child is below the minimum age for the industry or type of work; works excessive hours; works in one of 'worst forms' C. 182; works unsafe conditions, as specified in reference to Article 4 of C. 182.
EMPLOYER	3. Work by employer status By: Age Group; Gender; Region; Rural/Urban.	Percentage of workers who work for own-family vs. for an external employer.
LOCATION	4. Work by location of employment By: Age Group; Gender; Region; Rural/Urban.	Percentage of children who work at home v. away from home.
SECTOR	5. Work by sector of employment By: Age Group; Gender; Region; Rural/Urban.	Percentage of workers who work in various employment sectors (fishing, farming, vending, sawmilling, prostitution, etc.).
INTENSITY OF WORK	6. Average Hours worked per week By: Age Group; Gender; Region; Rural/Urban; sector.	Average number of hours worked per week among child laborers.
INTENSITY OF WORK	7. Distribution of Hours worked per week By: Age Group; Gender; Region; Rural/Urban; sector.	The distribution of hours worked per week among child laborers.
INTENSITY OF WORK	8. Months worked per year By: Age Group; Gender; Region; Rural/Urban; sector.	Average months worked per year among child laborers.
<b>Schooling Indicators</b>		
SCHOOL ENROLLMENT	9. Net School Enrollment Ratio	For children of the official primary school age group, enrollment in primary education, expressed as a percentage of the population.
SCHOOL PARTICIPATION	10. Never Attended School By: Age Group; Gender; Region; Rural/Urban; whether currently child laborer; whether currently child worker.	Percentage of all children who have achieved the age for of mandatory attendance of primary school who have never enrolled in school.
School leaving	11. School Dropout Rate By: Age Group; Gender; Region; Rural/Urban; whether currently child laborer; whether currently child worker.	Percentage of all children who are above the age for mandatory attendance of primary school and below the legal school-leaving age, who are not attending school, but have attended school at some point in their lives.
Work and school	12. Laborer Students By: Age Group; Gender;	Percentage of all children currently enrolled in school who are child laborers.

<sup>8</sup> Adapted from Jensen, Robert T. "Development of Indicators on Child Labor: A Report to the International Program on the Elimination of Child Labor (IPEC) at the International Labor Organization." Cambridge, Massachusetts (2000), p. 80.

	Rural/Urban;	
Work and School	13. Student Laborers By: Age Group; Gender; Rural/Urban	Percentage of all child laborers who are currently enrolled in school.
Idleness	14. Idleness Rate	Percentage of all children who are neither economically active nor enrolled in school.
<b>Indicator Set 2. Correlates and Causes of Child Labor</b>		
Causes	15. Child Labor Rate, by family size By: Gender; urban/rural.	For a given family size, create a simple tabulation of the percentage of children who are child laborers.
Causes	16. Child Labor Rate, by gender of household head By: Gender; urban/rural.	% of children from female headed households who are child laborers vs. from male headed.
Causes	17. Child Labor Rate, by socioeconomic status By: Gender; urban/rural.	For deciles of income/expenditure (or above/below poverty line), % of children who are child laborers.
Causes	18. Child Labor Rate, by reason child works By: Age; Gender; urban/rural.	% reporting various reasons why child works; (need income; assist household enterprise; education too expensive; school too far).
<b>Indicator Set 3. Consequences of Child Labor</b>		
Consequences	19. Injuries among child laborers By: Age; Gender; sector of employment	Among all children who have ever worked, % hurt at work.
Consequences	20. Serious Injuries among child laborers By: Age; Gender; sector of employment	Among children who have been hurt, % where injury resulted in hospitalization or permanently prevented work.
Consequences	21. Work Interference with Schooling By: Age; Gender; urban/rural.	Among child laborers, % reporting their work interferes with attending school or studies.
Consequences	22. Consequences of eliminating child labor By: Age; Gender; urban/rural.	What would happen if child stopped working (household living standards decline, household can't afford to live, household business can't run).
<b>Indicator Set 4. Contextual Indicators</b>		
Population and Human Capital	Total fertility rate	the average number of children a woman can be expected to have over the course of her life
Population and Human Capital	Poverty Rate	% households with income less than \$1 per person per day
Population and Human Capital	Life Expectancy	Average years expected to live at birth
Population and Human Capital	Adult Literacy Rate	% population 15+ who can read.
Education System	Public School Expenditure (% GDP; per student)	Public expenditures on primary education, as % of GDP and per pupil (2 separate measures)
Education System	Pupil/teacher ratio (School quality)	Ratio of students per teacher. A good indicator of school quality.
Education System	Costs of Attending School	Average cost attending primary school; fees, tuition, uniforms, books, supplies, transport.
Economy	GDP per capita	Total GDP divided by total population.
Economy	Output Composition	% of GDP for: agriculture; industry; construction; mining; manufacturing; services
Economy	Capital intensity, manufacturing and agriculture	Standard Index of capital intensity, or capital/labor ratio.
Economy	Trade Engagement	Share of imports and exports in GDP.
Labor Standards Legal Environment	minimum working age;	Minimum working age, by industry. Likely to comprise more than 1 simple indicator.
Labor Standards Legal Environment	Compulsory schooling age;	Age to which children must remain in school.

**Attachment 2. Contacts and List of Interviews  
Guyana  
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### Attachment 3. Helpful Websites on Guyana and Child Labor

<a href="http://www.gina.gov.gy/ministries.html">http://www.gina.gov.gy/ministries.html</a>	National ministries and contacts
<a href="http://www.sdn.org.gy/minedu/about/structure.htm">http://www.sdn.org.gy/minedu/about/structure.htm</a>	Ministry of Education
<a href="http://www.gina.gov.gy/cabmem.htm">http://www.gina.gov.gy/cabmem.htm</a>	Cabinet members
<a href="http://www.sdn.org.gy/minedu/about/contact.htm">http://www.sdn.org.gy/minedu/about/contact.htm</a>	Ministry of Education
<a href="http://www.sdn.org.gy/mohss/">http://www.sdn.org.gy/mohss/</a>	Ministry of Labor
<a href="http://www.sdn.org.gy/ngo/members.html">http://www.sdn.org.gy/ngo/members.html</a>	Members NGO Forum Jan 2004
<a href="http://www.ucw-project.org/pdf/events/indicators_cl_ppt2.pdf">http://www.ucw-project.org/pdf/events/indicators_cl_ppt2.pdf</a>	UCW Table of standard indicators
<a href="http://www.ucw-project.org/pdf/events/cl_survey_instruments.pdf">http://www.ucw-project.org/pdf/events/cl_survey_instruments.pdf</a>	UCW Appropriate survey instrument
<a href="http://www.ucw-project.org/pdf/events/simpoc.pdf">http://www.ucw-project.org/pdf/events/simpoc.pdf</a>	SIMPOC methodology
<a href="http://www.ucw-project.org/pdf/CoreQuestionnaire.pdf">http://www.ucw-project.org/pdf/CoreQuestionnaire.pdf</a>	UCW Core questionnaire
<a href="http://www.gina.gov.gy/archive/daily/b040914.html">http://www.gina.gov.gy/archive/daily/b040914.html</a>	Article, child protection
<a href="http://www.ilo.org/iloroot/public/english/standards/ipec/doc-view.cfm?id=445">http://www.ilo.org/iloroot/public/english/standards/ipec/doc-view.cfm?id=445</a>	ILO/UNICEF RA Manual
<a href="http://www.ilo.org/iloroot/docstore/ipec/prod/eng/2003_dpguide_en.pdf">http://www.ilo.org/iloroot/docstore/ipec/prod/eng/2003_dpguide_en.pdf</a>	ILO/UNICEF Data storage
<a href="http://www.ilo.org/public/english/standards/ipec/publ/download/2003_12_investingchild.pdf">http://www.ilo.org/public/english/standards/ipec/publ/download/2003_12_investingchild.pdf</a>	ILO report on cost/ of eliminating child labor
<a href="http://www.paho.org/english/dd/ais/be_v24n1-guyana.htm">http://www.paho.org/english/dd/ais/be_v24n1-guyana.htm</a>	Demographics, Guyana
<a href="http://www.undp.org.gy/ccassess.pdf">http://www.undp.org.gy/ccassess.pdf</a>	Common country assessment, UN
<a href="http://www.ilo.org/iloroot/public/english/standards/ipec/doc-view.cfm?id=445">http://www.ilo.org/iloroot/public/english/standards/ipec/doc-view.cfm?id=445</a>	ILO/UNICEF Rapid Assessment manual
<a href="http://www.ilo.org/iloroot/docstore/ipec/prod/eng/2003_dpguide_en.pdf">http://www.ilo.org/iloroot/docstore/ipec/prod/eng/2003_dpguide_en.pdf</a>	ILO/UNICEF Guide to data storage
<a href="http://gvnet.com/humantrafficking/Guyana.htm">http://gvnet.com/humantrafficking/Guyana.htm</a>	Specific to Guyana
<a href="http://www.ilo.org/iloroot/docstore/ipec/prod/eng/2001_goodprac_7countries_en.pdf">http://www.ilo.org/iloroot/docstore/ipec/prod/eng/2001_goodprac_7countries_en.pdf</a>	IPEC 2001
2001_goodprac_7countries_en.pdf - good practices against child labor	