### Afghanistan

The Government of Afghanistan has strengthened its legal framework against child labor by ratifying ILO Conventions 138 and 182. However, Afghanistan has not defined hazardous occupations and working conditions prohibited for children and has not developed any mechanisms to enforce laws to combat exploitative child labor. Many children continue to engage in exploitative work in agriculture. Some are employed in the Afghan National Security Forces (ANSF), including the Afghan National Police (ANP), and non-State armed forces.

#### Statistics on Working Children and School Attendance

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable



# Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Afghanistan are engaged in the worst forms of child labor, including agricultural work and child soldiering. Children working in agriculture may be exposed to such dangers as applying pesticides, using dangerous machinery and tools and transporting heavy loads. Some children cultivate poppies for opium production. Children also raise livestock or shepherd animals, risking injury from animals and falling. Those who raise livestock are subject to physical abuse and sexual harassment from the animals' owners.

Children engage in hazardous and exploitative work in home-based carpet weaving with their families. They work long hours with unsafe working equipment, carry heavy loads and breathe hazardous chemicals and wool dust.<sup>5</sup> They work in brick factories for long hours in extreme heat or cold, under unhygienic conditions and in polluted environments. Some of these children labor in conditions of debt bondage.<sup>6</sup> Children work as

auto mechanics and as welders and blacksmiths in metal workshops. Those occupations expose them to occupational injuries, such as cuts and burns.<sup>7</sup> They may be found working in construction sites.8 Children also gather, distribute and sell firewood, making them vulnerable to animal attacks, falls, car accidents and abuse from landowners. These children may also be subject to smuggling.9 Children work in coal mining and family-run gem mining operations. 10 In urban areas, some children belong to begging gangs or engage in street vending.<sup>11</sup> Children working on the streets are exposed to many dangers, including severe weather, vehicle accidents and criminal elements. 12 Children work as domestic servants, which may require them to work long hours, perform dangerous activities and may endure physical and sexual exploitation.<sup>13</sup>

Children are used in activities related to narcotics, including opium smuggling.<sup>14</sup> Children join the ANSF, including the ANP.<sup>15</sup> Research has not found clear evidence regarding the role of children in these State armed groups. Non-State armed

groups, such as Haqqani Network, Hezb-i-Islamic, Tora Bora Front, Jamat Sunat al-Dawa Salfia and the Taliban, recruit child soldiers, and the Taliban reportedly uses children as suicide bombers. <sup>16</sup> Armed groups also reportedly use children, especially boys, in *baccha baazi* ("boy play"). These children are required to dance for them and are often sexually exploited. <sup>17</sup>

Afghanistan is a source and destination country for trafficking. Trafficking within Afghanistan is more prevalent than transnational trafficking. Afghan children are internally trafficked for forced labor, including debt bondage, work in the brick and carpet industries, forced begging, sexual exploitation and child soldiering. Boys are trafficked to Iran and Pakistan for sexual exploitation, paramilitary training and drug smuggling. Afghan girls are trafficked internationally for prostitution. Girls from other countries are trafficked to Afghanistan. Research found limited evidence on the nature of trafficking by age and gender for Afghans and foreigners.

The reporting period marked Afghanistan's most insecure year since the fall of the Taliban.<sup>22</sup> This situation led to grave violations against children, including the recruitment and use of children in armed conflict, the killing and maiming of children in attacks or combat and attacks on schools.23 These conditions make it more difficult for children to access school on a regular basis and access to schools is challenging. While enrollment has risen over the years, there are massive gender and geographic disparities.<sup>24</sup> Only one quarter of all school buildings are classified as "useable".25 Some schools are too distant for children to attend and most schools are overcrowded, often serving two to three shifts of students per day.<sup>26</sup> The lack of access to adequate education makes children particularly vulnerable to child labor.

## Laws and Regulations on the Worst Forms of Child Labor

The Labor Code set the minimum age for employment, including hazardous employment, at 18.<sup>27</sup> A child may work as an apprentice at age 14. Children between ages 15 and 18 may engage in light work 35 hours per week.<sup>28</sup>

The Labor Code prohibits the recruitment of children younger than age 18 for work that is harmful to their health or causes physical damage or disability.<sup>29</sup> However, the Labor Code does not prescribe penalties for child labor violations.<sup>30</sup> In addition, the Government of Afghanistan has not defined hazardous working conditions and occupations prohibited for children.<sup>31</sup>

MION	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	✓
	CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	18
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	For 7 yrs
	Free Public Education	Yes

The Labor Code covers both contracted and permanent workers in the government, NGOs, international organizations and the private sector. The Labor Code specifies that workers who are not employed by these entities fall under the responsibility of the Ministry of Labor, Social Affairs, Martyrs and Disabled (MOLSAMD).<sup>32</sup>

The Constitution prohibits forced labor.<sup>33</sup> The Government of Afghanistan's Decree of the President of the Islamic Republic of Afghanistan Concerning the Enforcement of the Law on Combating Abduction and Human Trafficking specifically prohibits trafficking in persons, both domestic and internationally.<sup>34</sup> The law prescribes stronger penalties for child trafficking.<sup>35</sup>

The legal age for military service in the Afghan National Army (ANA) and for service in the ANP is 18. There is no compulsory recruitment in either the ANA or the ANP.<sup>36</sup>

During the reporting period, the Government of Afghanistan ratified ILO Conventions 138 and 182.<sup>37</sup>

According to the Constitution, children and adults in Afghanistan are entitled to free education through the bachelor's level.<sup>38</sup> Children in Afghanistan are required to attend four years of primary school and three years of secondary school, approximately until age 13.<sup>39</sup>

## **Institutional Mechanisms for Coordination** and **Enforcement**

MOLSAMD is the lead agency responsible for coordinating overall government efforts to address child labor.<sup>40</sup> In addition, there is an inter-ministerial commission to address exploitative child labor, but research revealed no further information about this commission.<sup>41</sup> The Government also participates in the Child Protection Action Network (CPAN), which is comprised of all levels of government, NGOs and UN agencies. CPAN employs limited personnel at the national, provincial and district levels.<sup>42</sup> CPAN monitors child rights violations, including cases of hazardous child labor, in 28 provinces.<sup>43</sup>

Afghanistan has two coordinating mechanisms to address the issue of children and armed conflict. First, the Government of Afghanistan, led by the Ministry of Foreign Affairs (MFA), participates in a UN-led Task Force on Children and Armed

Conflict. The Task Force consists of UNICEF, United Nations Assistance Mission in Afghanistan, the Office of the Commissioner for Human Rights, UNODC, Office for the Coordination of Humanitarian Affairs, UNHCR, WHO, the Afghan Independent Human Rights Commission and two NGOs. Its purpose is to prevent the recruitment and use of child soldiers.44 During the reporting period, the Government of Afghanistan established an Inter-ministerial Steering Committee on Children and Armed Conflict. The Steering Committee has representatives from the MFA, the National Directorate of Security and the ministries of Defense, Interior, Justice, Health, Social Affairs, Women's Affairs and Education. 45 In general, the UN-led Task Force is responsible for monitoring the outcomes of the Inter-ministerial Task Force on Children and Armed Conflict. 46

MOLSAMD is responsible for enforcing the Labor Code, including laws to combat child labor. It employs 20 inspectors to cover the country's 34 provinces.<sup>47</sup> Research did not reveal the number of inspections and violations found during the reporting period.<sup>48</sup>

The Ministry of Interior (MOI) coordinates the reporting and investigation of all trafficking victims. The MOI has an anti-trafficking in persons unit, which employs seven officers dedicated to investigating trafficking in persons. The Attorney General's Office is responsible for all trafficking in persons prosecutions.<sup>49</sup> MFA takes the lead on all international trafficking cases and the action plan to combat the under-age recruitment of children in the armed forces.<sup>50</sup> The MOI is responsible for enforcing laws related to hazardous child labor, forced child labor, child trafficking and child sexual exploitation.51 The Government, with NGO and international support, has trained some members of the ANP to identify and arrest traffickers.<sup>52</sup> MOI reported 46 cases of child sex trafficking and 72 arrests.<sup>53</sup> All cases were reported to the Attorney General's Office for prosecution.<sup>54</sup> No further information has been provided about the outcome of these cases.

## **Government Policies on the Worst Forms of Child Labor**

In January 2011, the Government of Afghanistan and the UN signed an agreement in which the country pledged to protect children affected by armed conflict and to prevent the recruitment of minors into the national armed forces.<sup>55</sup> The agreement, through the form of an Action Plan, will be implemented by the Government's Interministerial Steering Committee on Children and Armed Conflict and monitored by the UN's Task Force on Children and Armed Conflict and UNICEF, but it has yet to gain Cabinet approval. The Action Plan also includes measures against the sexual exploitation of children in armed conflict.<sup>56</sup>

Few children in Afghanistan have formal birth registrations, especially in rural areas.<sup>57</sup> This creates problems in monitoring and enforcing laws, such as the minimum age for employment and military recruitment. However, the recent January 2011 Action Plan on Children and Armed Conflict is attempting to address this issue by strengthening birth registration and age verification measures and investigating perpetrators of under-age recruitment.<sup>58</sup>

The Ministry of Women's Affairs (MOWA) addresses child trafficking through policy and advocacy.<sup>59</sup>

The Government of Afghanistan's Ministry of Education's National Education Strategic Plan establishes goals to improve access to and the quality of education.<sup>60</sup> The question of whether this plan has an impact on child labor does not appear to have been addressed.<sup>61</sup>

## Social Programs to Eliminate or Prevent the Worst Forms of Child Labor

MOLSAMD is currently implementing a \$24 million four-year social protection program from 2009 to 2013, funded by the European Commission, which aims to combat child labor through the provision of vocational training, family reintegration, schooling and literacy training. Between 2009 and 2010, 38,848 children benefited from different activities, including outreach, recreational, vocational, health and hygiene activities. MOLSAMD, through a provincial-level youth department and a district-level youth committee, is currently implementing a UNICEF-funded project for child laborers in the brick kiln sector in Jalalabad. A

The UN Task Force on Children and Armed Conflict held briefings on children and armed conflict for local governments and NGO groups in regional locations throughout the country. The Task Force provided a three-day workshop on monitoring and reporting with 27 NGO partners and representatives. <sup>65</sup> Although the Government disseminates information to prevent children from being used in armed conflict, research has not identified rehabilitation and reintegration programs for such children.

MOWA provided free legal services to trafficking victims. <sup>66</sup> MOWA and MOI provided referrals for child trafficking victims to NGO-run shelters that provide free basic treatment. However, these ministries only provide referrals and do not have funding to provide their own services for child trafficking victims. <sup>67</sup> During the reporting period, MOLSAMD took over two IOM-funded shelters intended for trafficking victims. <sup>68</sup> However, there appeared to be no shelters for male trafficking victims. Some younger boys are placed in shelters with women, but older boys are often sent to detention centers. <sup>69</sup>

# Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Afghanistan:

#### IN THE AREA OF LAWS AND REGULATIONS:

- Revise the Labor Code to specify penalties for labor violations, including child labor violations.
- Designate hazardous working conditions and occupations prohibited for children.

#### IN THE AREA OF COORDINATION AND ENFORCEMENT:

Track the number of child labor inspections and child labor violations.

#### IN THE AREA OF POLICIES:

- Assess whether the National Education Strategic Plan has an impact on child labor.
- The Cabinet should approve and implement the Action Plan on Children and Armed Conflict.

#### IN THE AREA OF PROGRAMS:

- Expand government- and NGO-run shelters to provide services to all children, including older male child trafficking victims.
- Implement programs to address the worst forms of child labor in armed conflict.
- Data provided in the chart at the beginning of this country report are not available from the data sources that are used in this report. Reliable data on the worst forms of child labor are especially difficult to collect given the often hidden or illegal nature of the worst forms. For more information on sources used for these statistics, the definition of working children, and other indicators used in this report, please see the "Children's Work and Education Statistics: Sources and Definitions" section.
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