Kenya

In 2010, the Government enacted the new Kenyan Constitution and the Counter-Trafficking in Persons Act, both of which address issues relating to the worst forms of child labor. Despite these efforts, Kenya has failed to commit sufficient resources to effectively enforce child labor laws. Children continue to be involved in the worst forms of child labor, particularly in agriculture and fishing.

Statistics on Working Children and School Attendance

Children	Age	Percent
Working	5-14 yrs.	32.5*
Attending School	5-14 yrs.	74.9
Combining Work and School	7-14 yrs.	5.2

^{*} Population of working children: 2,943,310



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor²⁶²⁴

Children are engaged in the worst forms of child labor in Kenya,³¹⁰⁶ many of them in agriculture and fishing.³¹⁰⁷ Children engaged in agriculture, work on tea and sugar plantations, ranches, and in the production of coffee, *miraa* (a stimulant plant), rice, sisal, and tobacco. Children in the worst forms of child labor are also reportedly used in the production of flowers.³¹⁰⁸ Children involved in agriculture often work long hours, use dangerous tools and farm machinery, and are exposed to toxic substances and harmful pests.³¹⁰⁹ Children also engage in fishing, including for tilapia and sardines, which may expose children to risks such as drowning.³¹¹⁰

Children work as domestic servants. Child domestics work long hours and are vulnerable to sexual harassment by their employers. 3111 Children are also employed in charcoal burning, construction, logging, transportation and in the production of furniture and textiles. 3112 In dumpsites, children collect and sell scrap materials such as metal and glass, often exposing themselves

to tetanus and other infectious diseases by sorting through waste with their bare hands.³¹¹³

Children in Kenya are subject to debt bondage, prostitution, and sex-tourism.³¹¹⁴ Child prostitution is prevalent in Nairobi, Kisumu, Eldoret, Nyeri, and the coastal areas.³¹¹⁵ UNICEF estimates that between 10,000 and 15,000 girls are engaged in prostitution in the coastal areas alone.³¹¹⁶

Children are employed in mining. Evidence regarding what children mine specifically is limited. ³¹¹⁷ Research indicates children mine for gemstones and mine in artisanal gold mines. There are also reports of children working in abandoned gold mines, where they may be exposed to toxic materials, increasing their chances of developing respiratory diseases. ³¹¹⁸ Limited evidence also suggests that children work in small quarries by breaking rocks into gravel without protective gear. ³¹¹⁹

Children are trafficked for forced labor in street vending, domestic service, agricultural labor, begging, herding, sex tourism and prostitution.³¹²⁰

Poverty and the death of one or both parents may contribute to a family's decision to place a child with better off relatives, friends or acquaintances who may end up trafficking the child.³¹²¹

Access to education is a critical component in preventing the economic exploitation of children.3122 In Kenya, access to education is hindered by teacher shortages, overcrowding in schools, and children's unregistered status.3123 Currently, 44 percent of Kenyan children in rural areas remain unregistered, despite access to free birth registration.³¹²⁴ Unable to prove citizenship, unregistered children risk losing access to schooling.3125 Additionally, children may face sexual abuse from their teachers and other students.3126 Over the last two years some 1,150 teachers have been dismissed for sexually assaulting their students. Some of these instances led to the pregnancy of primary school age girls.³¹²⁷ To further the problem, some girls have been expelled from school due to pregnancy.³¹²⁸

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act sets the minimum age for employment at age 16 and the minimum age for hazardous work at age 18, and it prohibits the employment of children in the worst forms of child labor.³¹²⁹ However, the Industrial Trainings Act allows minors under age 15 to apprentice in an industrial undertaking without setting a minimum age, and the Employment Act is subject to the provisions in the Industrial Trainings Act. 3130 In 2008, the Government completed its list of hazardous occupations for children, prohibiting children's work in all hazardous sectors such as agriculture, domestic service, transportation, mining and stone crushing, herding of animals, deep lake or sea fishing, work in warehouses and work in the urban informal sector. However, this list has not been adopted.3131

The Children's Act of 2001 guarantees protection from exploitation, including trafficking, and prohibits all forms of hazardous child labor, prostitution and the recruitment of children into the military.³¹³² However, child labor as defined by the Children's Act only applies to labor in exchange for payment. As a result, unpaid child workers do not benefit from these protections.³¹³³ The Sexual Offences Act of 2006 prohibits child prostitution, child pornography, promotion of child sex tourism and child trafficking for the purposes of sexual exploitation.³¹³⁴

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	✓
	Minimum Age for Work	16
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	13
	Free Public Education	Yes

The Children's Act also provides for free and compulsory education through age 13.³¹³⁵
However, nonrelated school fees such as uniforms and books continue to deter enrollment.³¹³⁶
Additionally, children ages 14 to 15 are particularly vulnerable to the worst forms of child labor as they are not required to be in school and are below the minimum age for work.³¹³⁷

The Government of Kenya passed two major pieces of legislation during the reporting period: the Constitution and the Counter Trafficking in Persons Act.³¹³⁸ The Kenyan Constitution, adopted in August 2010, prohibits forced labor, slavery and servitude.³¹³⁹ However, the Constitution does not provide penalties for these offenses and while the Penal Code provides penalties for slavery, penalties only apply to cases of

abduction.³¹⁴⁰ The Counter Trafficking in Persons Act, passed in October 2010, provides protections for trafficking victims.³¹⁴¹ The Act prohibits the recruitment, transport, transfer or harboring persons for the purpose of forced labor, including children, and lays out appropriate penalties for offenses.³¹⁴² Although both laws were passed during the reporting period, neither law has an implementation structure in place, thus hindering the enforcement of these laws.³¹⁴³

Institutional Mechanisms for Coordination and Enforcement

The National Council for Children Services (NCCS), created in 2010, is responsible for the coordination of policy for children's issues, including child labor, down to the district level.3144 The NCCS is a semi-autonomous government agency led by a presidential appointee and consists of members from the police, NGOs, private sector representatives, faith-based organizations and representatives from various ministries.³¹⁴⁵ Under the NCCS is the National Steering Committee on Child Labor, chaired by the Ministry of Labor. 3146 The committee is a multisectoral policy body composed of government departments, private employers, workers organizations and civil society organizations. The National Steering Committee oversees the elimination of child labor. 3147 However, the National Steering Committee has met only twice in 4 years because the Ministry of Labor could not offer customary compensation to committee participants and it did not have adequate staff to develop an agenda or organize meetings.3148

Other entities participate in child labor coordination, including the Ministry of Labor's Division of Child Labor and the District Child Labor Committees.³¹⁴⁹ The Division of Child Labor helps to coordinate efforts under the Employment Act of 2007 and leads efforts to monitor action programs for the elimination of child labor at the district and community level.³¹⁵⁰ It also manages an information resource center to improve the collection and dissemination of data on child labor throughout the country.³¹⁵¹ Reports indicate the

Division of Child Labor lacks ministerial support and does not have adequate staff, with only one employee on full time assignment.³¹⁵² District Child Labor Committees serve as a coordination point for information exchange between those involved in child labor efforts.³¹⁵³ Evidence suggests that since many District Child Labor Committees rely on volunteers, their success depends on whether they can obtain funding and whether members regularly participate.³¹⁵⁴

The Counter Trafficking in Persons Advisory
Committee coordinates anti-trafficking efforts.³¹⁵⁵
The Committee, led by the Ministry of Gender,
Children and Social Development, is comprised
of civil society representatives, trade unions,
the Kenya National Commission for Human
Rights, the Federation of Kenyan Employers,
the Police Commissioner, the Attorney General
and the Ministries of Labor, Foreign Affairs and
Immigration.³¹⁵⁶ The Committee serves to monitor
and report on national anti-trafficking efforts,
including policies and programs, monitoring and
evaluation, social assistance, data collection and
international cooperation.³¹⁵⁷

The Government of Kenya has designated institutions for enforcement of child labor laws. The Ministry of Labor, in coordination with the Ministry of Gender, Children and Social Development, enforces laws under the Employment Act. 3158 The Ministry of Labor inspects the formal labor sector. The Ministry of Gender, Children and Social Development conducts quarterly inspections and investigations in all areas related to child labor.³¹⁵⁹ During the reporting period, the Ministry of Labor employed 30 labor inspectors to cover 180 districts. 3160 The MOL lacks adequate personnel and the facilities, transportation and fuel to carry out its duties. Additionally, there appears to be inconsistent awareness and little training on child labor issues for labor inspectors. 3161 Labor inspectors may terminate an employment agreement between a child and employer in any labor situation.³¹⁶² However, inspectors do not have the ability to issue fines or penalties when they encounter a workplace violation. 3163 Research found no

information regarding the number of inspections conducted and child labor cases found during the reporting period.

The Ministry of Gender, Children and Social Development, in coordination with the Kenyan Police, is responsible for enforcing laws related to the worst forms of child labor under the Penal Code and Child Act. They exchange information through the district child labor committees. The police's anti-trafficking unit and the criminal investigation department are responsible for enforcing laws related to trafficking, commercial sexual exploitation of children and the use of children in illicit activities. The number of officers employed by the anti-trafficking unit is unknown. No system is in place to identify trafficking victims.

The Ministry of Gender, Children and Social Development employed 450 child protection officers in 2010, up from 400 in 2009. Child protection officers conduct investigations and quarterly inspections related to the worst forms of child labor in the criminal sector.³¹⁶⁸ During the reporting period, 500 additional volunteer officers were recruited to address child protection at the community level.³¹⁶⁹ Protection officers cannot arrest offenders or prosecute crimes against children; instead they have access to prosecutors from the Attorney General's office for these purposes.3170 In 2010, the Kenyan Government created a national steering committee, chaired by the Ministry of Gender Permanent Secretary, to advance the investigation of cases initiated by calls to childline, a toll-free, nationwide hotline that provides counseling and referrals to callers who need assistance with child labor and child prostitution situations.3171 Some 350 child labor investigations were launched due to the hotline, although most cases were not prosecuted.³¹⁷²

In 2010, the Ministry of Gender, Children and Social Development found 2,920 violations of child labor, 3,400 cases of child trafficking and 5,000 cases of prostitution.³¹⁷³ All children were assisted or removed from the situation, and a perpetrator was identified in all cases.³¹⁷⁴ Of the

11,320 cases identified, the Ministry successfully prosecuted 2,920 child-related violations with penalties applied.³¹⁷⁵ The results of the remaining cases are unknown.

Government Policies on the Worst Forms of Child Labor

The National Action Plan for the Elimination of Child Labor in Kenya (2004-2015, revised 2008) serves as the primary government instrument to prevent and eliminate child labor in Kenya. This plan aims to eliminate the worst forms of child labor by 2015 by targeting vulnerable populations and by addressing the root causes of child labor in Kenya such as poverty, the lack of access to education and weak government institutions. This plan prioritizes law enforcement, awareness raising, and universal basic education. In 2010, the Child Labor Division was not provided with a budget to implement its many roles and responsibilities under this plan.

Child labor concerns are mainstreamed into Kenyan development agendas and key policy documents including the Vision 2030, UNDAF (2009-2013), the Kenya Education Sector Support Program (2005-2010), and the Policy for Alternative Provision of Basic Education and Training (2009).³¹⁷⁹ Other policy initiatives that do not explicitly consider child labor issues include the Orphans and Vulnerable Children (OVC) Policy and National Action Plan (2003).³¹⁸⁰ The question of whether these last two policies have an impact on the worst forms of child labor does not appear to have been addressed.

In addition, other policy initiatives aimed at sustainably reducing child labor have not been formally adopted by the Government. Kenya's draft Child Labor Policy aims to prevent harmful child labor practices, especially the worst forms of child labor, by increasing human capital and addressing factors causing children to enter the labor market.³¹⁸¹ While the Child Labor Board passed this policy in 2010, the draft is still awaiting Cabinet and Parliamentary approval.³¹⁸² Kenya is

also in the process of drafting a national action plan and district action plans to combat child labor as well as a new national policy on orphans and vulnerable children.³¹⁸³

Social Programs to Eliminate or Prevent Child Labor

The Ministry of Gender, Children and Social Development promotes, coordinates, monitors and evaluates social development programs and provides care and protection for children.³¹⁸⁴ During the reporting period, the Government of Kenya implemented an awareness raising campaign for trafficking and the worst forms of child labor.³¹⁸⁵ It also maintained a hotline for trafficked children and introduced mobile schools to help with enrollment and overcrowding.³¹⁸⁶

The Government also implemented a program in coordination with the World Bank. The 4-year, \$50 million project provides cash transfers for OVCs. In 2009-2010, the Government provided \$10.6 million in monthly cash transfers to 90,000 households to help families of working children meet basic needs, including school costs, to prevent children from having to work.³¹⁸⁷

In support of efforts to reduce the high incidence of child prostitution in the coastal regions, the Ministry of Tourism and Wildlife, UNICEF and the World Tourism Organization worked to raise awareness of child prostitution and child sex tourism among hotels and tour operators and lobbied companies in the hospitality industry to adopt and implement the ECPAT Code of Conduct. Despite these initiatives, the Government's efforts to withdraw and prevent children from prostitution and sex tourism and to raise awareness among the tourist population on the penalties for these crimes has not been sufficient to address the magnitude of these problems. 189

Kenya also participated in the ILO Decent Work Program for Kenya (2007-2011) which aims, among other things, to improve policies on youth employment, to provide decent work opportunities for youth and to conduct research focusing on the link between youth employment, child labor, HIV and AIDS, globalization and poverty.³¹⁹⁰

Kenya participated in several other internationally funded projects to combat the worst forms of child labor. The Government participated in the second phase of the USDOL-funded, 4-year, \$4.6 million Timebound Program. The project aims to withdraw and prevent a total of 8,155 children from exploitative labor through the provision of direct educational service.3191 The project will also provide 1,000 families with access to micro-credit, socio-economic programs, employment creation schemes and skills development education.³¹⁹² The Government also participated in a 4-year, \$23.8 million project funded by the EU to combat child labor through education in 11 countries.³¹⁹³ Finally, Kenya participated in a 5-year, \$23 million regional youth entrepreneurship project, aiming to contribute to decent work opportunities for youth by providing funding through grants for youth entrepreneurship ideas.³¹⁹⁴

Kenya continued to collaborate with the East African Police Chiefs Cooperation Organization in order to strengthen its ability to combat human trafficking. This organization consists of 11 East African countries and works to strengthen regional cooperation and capacities among East African law enforcement authorities. The Government also participated in the Regional Program for Eastern Africa (2009-2012), which includes activities that support the ratification and implementation of the United Nations Convention against Transnational Organized Crime and its Protocols and the development of border control systems. ³¹⁹⁶

While the Government participates in numerous initiatives and implements its own programs, it has not linked child labor projects to existing social protection programs to ensure long-term sustainability.³¹⁹⁷

Based on the reporting above, the following actions would advance the reduction of the worst forms of child labor in Kenya:

IN THE AREA OF LAW AND REGULATIONS:

- Raise the compulsory education age to 16.
- Harmonize the Employment Act and the Industrial Trainings Act to ensure the Industrial Trainings Act does not supersede protections laid out in the Employment Act.
- Amend the Penal Code to provide penalties for all forms of slavery, forced labor and servitude.
- Allow Ministry of Labor inspectors and Ministry of Gender, Children's Affairs and Social Development child protection officers to implement the appropriate penalties and fines and to make the criminal arrests necessary to enforce child labor laws.
- Ensure children's right to free education as stipulated in the Children's Act.

IN THE AREA OF COORDINATION AND ENFORCEMENT:

- Ensure the National Steering Committee on Child Labor, the Child Labor Division, and the District Child Labor Committees have resources such as staff to carry out their responsibilities.
- Strengthen the capacity of the Ministry of Labor, Kenyan police, the police's anti-trafficking unit and the Criminal Investigation Department to carry out their mandate by:
 - Allocating resources such as office facilities, transportation and adequate staffing to carry out investigations and provide services to victims.
 - Providing regular training on the worst forms of child labor.
 - Implementing a system to identify victims of trafficking.
- Make publicly available information about how many child labor investigations are opened, how many citations and criminal prosecutions initiated and issued and what penalties are applied.

IN THE AREA OF GOVERNMENT POLICY:

- Strengthen national policies against the worst forms of child labor by:
 - Assessing the impact that policies and plans may have on addressing the worst forms of child labor.
 - Enacting and implementing the National Child Labor Policy.
- Take measures to ensure children have access to quality education and to ensure children's' safety in schools.

IN THE AREA OF SOCIAL PROGRAMS:

- Link child labor projects with existing social protection programs to ensure the long-term sustainability of project initiatives.
- Expand efforts to withdraw and prevent children from prostitution and sex tourism and deepen awareness raising efforts among the tourist population.
- Address issues of access to education by recruiting and training new teachers, expanding school infrastructure and implementing birth registration campaigns.

ountry report are based on UCW analysis of ILO SIMPOC, UNICEF MICS, and World Bank surveys, *Child Economic Activity, School Attendance, and Combined Working and Studying Rates*, 2005-2011. Data are from 2000. 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. As a result, statistics and information on children's work in general are reported in this section, which may or may not include the worst forms of child labor. For more information on sources used, 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 of this report.

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