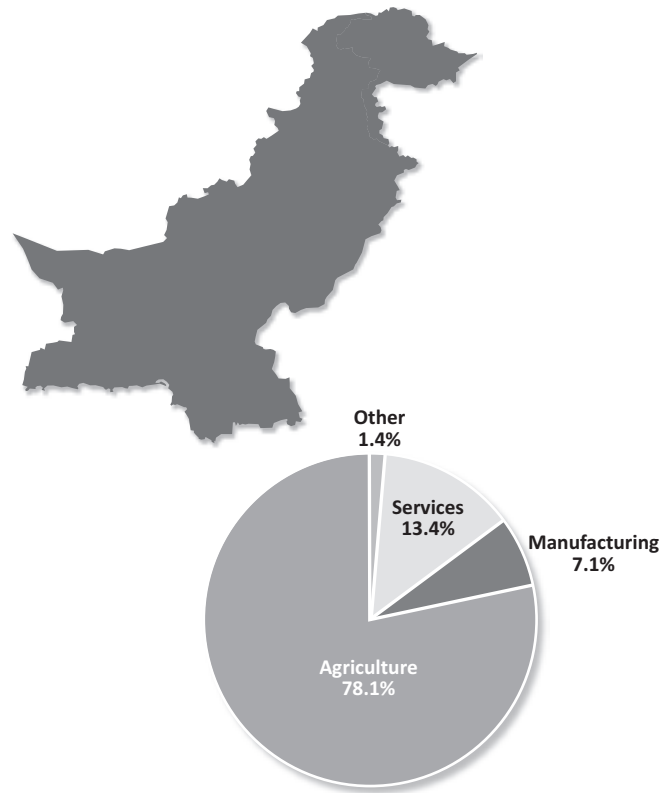


Pakistan

The Government of Pakistan participates in several projects that aim to eliminate the worst forms of child labor; however, children are still engaged in the worst forms of child labor in agriculture and are often subjected to bonded labor. Significant gaps remain in the legal framework and enforcement efforts to address the worst forms of child labor.

Statistics on Working Children and School Attendance

Children	Age	Percent
Working	10-14 yrs.	16.4%
Attending School	10-14 yrs.	64.9%
Combining Work and School		Unavailable



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor³⁹²³

Children in Pakistan are exploited in the worst forms of child labor, primarily in agriculture, where they may engage in unsafe and unhealthy activities such as the use of dangerous machinery and tools, carrying of heavy loads, and the application of harmful pesticides.³⁹²⁴ Children also work in manufacturing where, in the glass bangle sector, they are exposed to high temperatures and toxic chemicals.³⁹²⁵ Children are also found working in carpet weaving, informal construction, transport, leather tanning, deep-sea fishing, and the surgical instrument industry each of which has been classified by the Government as hazardous.³⁹²⁶

Children in urban areas are often employed as domestic servants where they may be vulnerable to sexual abuse.³⁹²⁷

Children of Afghan refugees, who live along the borders of Pakistan, are especially susceptible to street work including rag picking and collecting waste.³⁹²⁸ Children working on the streets are exposed to a variety of dangers, which may include exposure to

severe weather, accidents caused by proximity to vehicles, and vulnerability to criminal elements.

Other worst forms of child labor also exist in Pakistan including forced child labor, child trafficking, child soldiering, and using children in illegal activities. Some children are forced to work as bonded laborers in the brick industry, carpet weaving, agriculture, and coal mining.³⁹²⁹ Often, bonded laborers are unable to pay their debts. Their movements may be restricted by armed guards and they may be subject to violence or being resold.³⁹³⁰

Child trafficking continues to be a problem with children kidnapped, rented, or sold to work in agriculture, domestic service, prostitution, or as beggars.³⁹³¹ Girls who are sold into forced marriages are sometimes subsequently trafficked internationally for prostitution.³⁹³² Despite concerted efforts to eliminate the practice, there is evidence that boys are still trafficked to the Gulf States to work as camel jockeys.³⁹³³

There are reports of children being used by non-state militant groups in armed conflict.³⁹³⁴ Non-state groups kidnap children or coerce parents into giving away

their children to spy, fight, or die in suicide attacks.³⁹³⁵ Reports indicate that children as young as age 11 are recruited by pro-Taliban insurgents and trained as suicide bombers.³⁹³⁶

Children along the border with Afghanistan are used in illegal smuggling operations. These children carry heavy loads of small arms, drugs, and household goods across the border.³⁹³⁷ Occasionally these children have dangerous encounters with law enforcement, and some children have been shot and killed by border police.³⁹³⁸

Laws and Regulations on the Worst Forms of Child Labor

Under the 1991 Employment of Children Act, children of any age may be employed, provided that those under the age of 14 are not employed in occupations or processes deemed hazardous by the Government.³⁹³⁹ Among the four occupations and 34 processes considered hazardous for children are manufacturing, mixing, and applying pesticides and insecticides; working at railway stations or ports; carpet weaving; construction; working in the glass bangle industry; and manufacturing of cement, explosives, and other products that involve the use of toxic substances.³⁹⁴⁰ Brick making, a sector in which many child laborers work, including some bonded child laborers, is not specifically included on the list of prohibited hazardous occupations or processes. Further, the list of hazardous labor only prohibits occupations and processes for children under the age of 14, leaving children age 15 to 17 unprotected from dangerous or harmful work.

Bonded labor, forced labor, and human trafficking are prohibited by law. The Bonded Labor System Abolition Act (BLAA) of 1992 eliminates the liability of bonded laborers to repay their debt and frees property tied to this debt.³⁹⁴¹ Part II of The Constitution of Pakistan outlaws all forms of forced labor.³⁹⁴² The Prevention and Control of Human Trafficking and Smuggling Ordinance 2002 prohibits the trafficking of children internationally for exploitive activities.³⁹⁴³ Sections 17 through 23 of the Government of Pakistan's Emigration Ordinance apply to the prosecution of internal trafficking cases.³⁹⁴⁴




The purchase or sale of a person for the purpose of prostitution is outlawed by the Pakistan Suppression of Prostitution Ordinance 1961.³⁹⁴⁵ Pakistan's laws do not specifically prohibit child pornography, but the

Penal Code outlaws the circulation of any "obscene material."³⁹⁴⁶

Pakistan does not have military conscription. The minimum voluntary recruitment age is 17.³⁹⁴⁷

During the reporting period, initial efforts were made to enhance Pakistan's legal framework against the worst forms of child labor. In 2009, the Ministry of Social Welfare drafted the Child Protection Bill 2009 to criminalize child seduction, child pornography, cruelty to children, internal child trafficking and child abuse.³⁹⁴⁸ A draft Employment and Services Conditions Act 2009 has also been developed that would, if enacted, make it unlawful to employ children under the age of 14 in any sector.³⁹⁴⁹ The Government also formed a committee to hold nationwide, multi-stakeholder consultations to draft amendments to strengthen the 1992 Bonded Labor Abolition Act.³⁹⁵⁰

However, the Government of Pakistan has yet to adopt any of the draft legislation.

	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	No
	Minimum Age for Hazardous Work	14
	Compulsory Education Age	14

Institutional Mechanisms for Coordination and Enforcement

The Child Labor Unit of the Federal Ministry of Labor collaborates with Provincial Labor and Manpower Departments, workers' and employers' organizations,

NGOs, and ILO to provide analysis and to facilitate implementation of child labor policy.³⁹⁵¹ Child Labor Resource Cells (CLRC) conduct research, build capacity, and coordinate child labor activities at the provincial level.³⁹⁵²

In 2009, the Ministry of Social Welfare began to implement its Child Protection Management Information System (CPMIS). It collects data from police, child protection agencies, detention centers, and other organizations regarding child trafficking, family care, sexual exploitation, violence against children, and juvenile justice.³⁹⁵³ Data from the CPMIS is not yet available and therefore, the monitoring system's effectiveness can not be assessed.³⁹⁵⁴

Local vigilance committees are responsible for supervising the implementation of the BLAA, assisting in rehabilitating bonded laborers, and helping them achieve the objectives of the law.³⁹⁵⁵ The committees include the deputy commissioner of each district, representatives from the police, judiciary, municipal authorities, workers, and employers.³⁹⁵⁶

District magistrates are authorized to implement the BLAA; however, their positions have since been eliminated.³⁹⁵⁷ Furthermore, feudal landlords affiliated with political parties or acting as local officials use their influence to protect their involvement in bonded labor. These circumstances contrive to hamper the effectiveness of BLAA enforcement and as yet, there have been no convictions under the Act.³⁹⁵⁸

Provincial departments of labor and labor courts perform inspections in industrial areas and markets to identify child labor violations and pursue legal action against employers.³⁹⁵⁹ The number of inspectors or inspections completed nationwide is unknown. However, in Khyber Pakhtunkhwa Province (formerly known as the North West Frontier Province), which has the highest ratio of working children among all Pakistani provinces, 808 child labor inspections were carried out in industrial and commercial establishments including shops, hotels, restaurants, markets, and mechanic shops.³⁹⁶⁰ NGOs and child protection centers report that police and labor inspectors cooperate with them and refer children to protective services.³⁹⁶¹ In the same province, the Provincial Department of Labor initiated 151 child labor prosecutions in 2009, and decided 89 cases

resulting in warnings and fines being assessed against offenders.

In the provinces of Sindh and Punjab, the Departments of Labor held trainings for labor officers and inspectors on the worst forms of child labor, child exploitation, and forced child labor. The Punjab Government also developed a training kit for labor inspection officers on child labor issues.³⁹⁶²

According to the ILO, inspections do not take place in establishments employing less than 10 people, which is where most child labor occurs. Further, the All Pakistan Federation of Trade Unions reports that labor inspection responsibilities have been transferred to local bodies which are often headed by industrialists or feudal lords, and the inspectorates are therefore, subservient to them.³⁹⁶³ These constraints in the labor inspection system reduce the likelihood of reported child labor violations, making prosecution, conviction, and punishment of violators unlikely.³⁹⁶⁴

The Anti-Trafficking Unit of the Federal Investigation Agency (FIA) is the lead agency responsible for enforcing transnational trafficking-related laws.³⁹⁶⁵ FIA has approximately 700 officers to investigate all federal crimes, including child trafficking.³⁹⁶⁶ The FIA carried out 649 trafficking investigations in 2009 and convicted 385 people under the Prevention and Control of Human Trafficking and Smuggling Ordinance 2002.³⁹⁶⁷ At least three of these were child traffickers. FIA cooperates with other governments on trafficking cases, operates a hotline for victims, and publishes information on anti-trafficking efforts on its website.³⁹⁶⁸ In 2009, FIA offered anti-human trafficking training to 250 officials and police in four cities with topics including child labor trafficking victim identification, interviewing, and case investigation.³⁹⁶⁹

Government Policies on the Worst Forms of Child Labor

The Government of Pakistan's 2000 National Policy and Plan of Action to Combat Child Labor (NPPA) highlights three objectives: to withdraw children from hazardous occupations, rehabilitate child laborers, and eliminate all forms of child labor.³⁹⁷⁰ It outlines a national action plan for combating child labor that includes awareness raising, the establishment of child

labor resource centers, conducting surveys to expand knowledge on child labor, strengthened enforcement, expanded education facilities, and poverty alleviation measures.³⁹⁷¹ The policy outlines resources to be allocated to implement the policy, including Rs. 100 million (\$1.16 million) from the Government and a fixed yearly contribution by the quasi-governmental education assistance agency, Pakistan Bait-ul-Mal, and the non-profit Islamic educational trust, the Iqra Fund.³⁹⁷²

In 2008, the Government of Pakistan's National Action Plan for Children was adopted.³⁹⁷³ One goal of this plan is to prohibit, restrict, and regulate child labor with a view to its ultimate elimination.³⁹⁷⁴ The plan lays out 14 key strategies and actions including harmonizing work between government agencies, NGOs, and donors; promoting research on child labor issues; developing non-formal education for child laborers; providing micro-credit for families of child laborers; and conducting national surveys on child labor. The policy also addresses child trafficking and outlines key objectives for its elimination.³⁹⁷⁵ It is unclear whether funding has been allocated for these objectives or if they have been implemented at the local level.

Both of the aforementioned plans mandate child labor surveys; however such surveys have not been conducted since 1996.³⁹⁷⁶ The lack of recent data hampers the Government's ability to develop policies, determine programs' impacts, or plans for future child labor initiatives.³⁹⁷⁷

The Federal Investigation Agency has a National Action Plan for Combating Human Trafficking. This plan lays out prevention, prosecution, and protection strategies for ending human trafficking including child trafficking.³⁹⁷⁸ It provides for awareness-raising efforts, service provider training, data collection, and the establishment of victims' shelters. The plan also outlines which ministry, agency, or unit is responsible for each action. It does not, however, allocate funding to any given action item.

The Government of Pakistan has incorporated the elimination of the worst forms of child labor into other development and poverty reduction policies. The Government's current Poverty Reduction Strategy Paper reiterates the commitment to the NPPA and

incorporates the reduction of child labor in its target-setting process.³⁹⁷⁹ The 2001 National Policy and Plan of Action for the Abolition of Bonded Labor and Rehabilitation of freed Bonded Laborers address the issue of exploitive child labor.³⁹⁸⁰ The Labor Policy 2002 also endorses the NPPA and establishes a Government commitment to increase the minimum age for work in hazardous labor to 18.³⁹⁸¹ This specific commitment on increasing the age for work in hazardous labor, however, has yet to be implemented.

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

Since 2000, the Government has participated in a number of donor-funded projects to combat child labor, focused on specific sectors where it occurs, such as soccer ball manufacturing, tanneries, rag picking, the production of surgical instruments, coal mining, seafood, and glass bangle industries.³⁹⁸² A USDOL-funded project in the soccer ball industry focused on implementing a social protection program as well as increasing the capacity of partner organizations including government agencies.³⁹⁸³

During the reporting period, the Government continued to administer National Centers for Rehabilitation of Child Labor to remove children age 5 to 14 from hazardous labor and provide them with education, clothing, and a stipend.³⁹⁸⁴ There are 292 centers, which have provided services to over 15,000 students nationwide.

The Government specifically targets bonded laborers for support services and programming. The Ministry of Labor has provided legal services to bonded laborers in the Khyber Pakhtunkhwa Province and Punjab since 2005.³⁹⁸⁵ These services were expanded to Balochistan and Sindh provinces in 2009. The project has an annual budget of \$21,000 and has benefited over 700 bonded laborers, including children.³⁹⁸⁶

The Punjab Provincial Government continued implementation of its \$1.4 million project (launched at the end of 2008) aimed at eliminating bonded labor in brick kilns. This project to date has helped nearly 6,000 bonded laborers obtain national identity cards and has provided \$140,000 in no-interest loans to help free laborers from debt.³⁹⁸⁷ The Sindh provincial government has continued to implement its \$116,000

project (launched at the end of 2005), which provided state-owned land for housing camps and constructed 75 low-cost housing units for freed bonded laborer families.

Given the magnitude of the bonded labor situation in Pakistan, the resources allocated to these programs are insufficient to properly address the problem.

Currently the Government is participating in a \$6.8 million project to combat worst forms of child labor.³⁹⁸⁸ The project, which works in many informal sectors with bonded and forced child labor, includes a national survey on child labor, and strategies to raise awareness and mainstream child trafficking and child labor initiatives into national policies. The Government makes in-kind contributions and dedicates personnel to the project.

The Government also participates in a 3-year \$1.5 million USDOL-funded project to provide education and training programs for children in Balakot, Khyber Pakhtunkhwa Province who were left vulnerable to hazardous child labor by the earthquake of October

8, 2005.³⁹⁸⁹ The project targets 500 children for withdrawal and 2,000 children for prevention from hazardous work. As of March 2010, 3,607 children had been withdrawn or prevented from exploitive child labor as a result of this project.³⁹⁹⁰

Additionally, the Government participates in a USDOL-funded 4-year, \$4.4 million project to eliminate child labor in smuggling, automobile workshops, construction, embroidery, agriculture, and street vending.³⁹⁹¹ The project targets 15,000 children for withdrawal and prevention from exploitive labor through education and vocational training opportunities.

While the Government of Pakistan has a number of initiatives to address the worst forms of child labor, projects focused on street work and agriculture are insufficient to address the scope of the problem. In addition, there is no evidence of programs specifically targeting child domestics, who may work long hours and are at risk for physical and sexual exploitation by their employer.

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

IN THE AREA OF LAWS AND REGULATIONS:

- Adopt the draft Employment and Services Conditions Act of 2009 to prohibit children below age 14 from working.
- Revise the 1991 Employment of Children Act to prohibit children under the age of 18 from engaging in hazardous work and include brick making as a prohibited occupation for children.
- Adopt the draft Child Protection Bill to criminalize child seduction, child pornography, cruelty to children, internal child trafficking and child abuse.

IN THE AREA OF ENFORCEMENT:

- Provide the provincial Departments of Labor the authority to perform labor inspections in establishments with fewer than 10 workers.
- Reassign implementation authority for the Bonded Labor Abolition Act from the district magistrate to an active government agency.
- Create centralized mechanisms for child labor inspection and BLAA enforcement in an effort to limit local officials' influence over interference with enforcement efforts.

IN THE AREA OF POLICY:

- Conduct sectoral surveys on areas with a high-incidence of child labor to increase the knowledge base in these areas, inform policy and program planning, and determine the impact of interventions.

IN THE AREA OF SOCIAL PROGRAMS:

- Target government programs to reach children working in the most prevalent worst forms of child labor including street work, agriculture, and domestic service.
- Expand government programs that target bonded child laborers and ensure that there are protected from further exploitation and abuse.

³⁹²³ Data provided in the chart at the beginning of this country report are based on UCW analysis of ILO SIMPOC, UNICEF MICRS, and World Bank surveys, *Child Economic Activity, School Attendance, and Combined Working and Studying Rates, 2005-2010*. Data provided are from 1999-2000. 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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