

2011



U.S. DEPARTMENT OF LABOR'S BUREAU OF INTERNATIONAL LABOR AFFAIRS

U.S. Department of Labor's 2011 Findings on the Worst Forms of Child Labor



REPORT REQUIRED BY THE TRADE AND DEVELOPMENT ACT OF 2000



2011



SECRETARY OF LABOR
WASHINGTON, D.C.

SEP 26 2012

The Honorable Joseph R. Biden
The Vice President of the United States
Washington, DC 20500

Dear Mr. Vice President:

The enclosed report, titled *The Department of Labor's 2011 Findings on the Worst Forms of Child Labor*, is submitted in accordance with section 504 of the Trade Act of 1974 as amended (19 U.S.C. 2464). The report describes the efforts of 144 countries, non-independent countries, and territories to meet commitments to eliminate the worst forms of child labor. We hope this report is useful to the Congress.

Sincerely,



HILDA L. SOLIS
Secretary of Labor

Enclosure

cc: The Honorable Harry Reid, Senate Majority Leader
The Honorable Mitch McConnell, Senate Minority Leader



SECRETARY OF LABOR
WASHINGTON, D.C.

SEP 26 2012

The Honorable John Boehner
Speaker of the House of Representatives
Washington, DC 20515

Dear Mr. Speaker:

The enclosed report, titled *The Department of Labor's 2011 Findings on the Worst Forms of Child Labor*, is submitted in accordance with section 504 of the Trade Act of 1974 as amended (19 U.S.C. 2464). The report describes the efforts of 144 countries, non-independent countries, and territories to meet commitments to eliminate the worst forms of child labor. We hope this report is useful to the Congress.

Sincerely,



HILDA L. SOLIS
Secretary of Labor

Enclosure

cc: The Honorable Nancy Pelosi, House Minority Leader



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SECRETARY OF LABOR
WASHINGTON, D.C. 20210

President Franklin Delano Roosevelt appointed Frances Perkins as the Secretary of Labor in 1933 and named her as the Chairwoman of the Committee on Economic Security in 1934. As the first woman to be appointed to a United States cabinet position, and as the lead on the President's most ambitious policy agenda, Frances Perkins was instrumental in passing two pieces of landmark legislation—the Social Security Act of 1935 and the Fair Labor Standards Act of 1938. These New Deal initiatives became the foundation of U.S. worker and social protections. Frances Perkins characterized them as an attitude—"an attitude that found voice in expressions like 'the people are what matter to government,' and 'a government should aim to give all the people under its jurisdiction the best possible life.'"

As Secretary of Labor, I share this attitude. I share Frances Perkins' belief in a government that cares for its people and protects its workers, especially in times of economic hardship. This sentiment not only applies to men, women, and children within the United States, but to people in every country around the world.

Since 2010, I have been working alongside Labor and Employment Ministers from the G20, the group of the world's 20 largest economies, to address the human impact of the global economic crisis. During our first historic meeting in Washington, DC (2010), and in subsequent meetings in Paris, France (2011), and Guadalajara, Mexico (2012), we have made employment creation and adequate social protection systems our top priority. The calls for robust social protection are now also embodied in a landmark Recommendation Concerning National Floors of Social Protection that was adopted by the International Labor Conference at its 101st Session in June 2012.

The work of the G20 and the International Labor Conference underscore that the dual goal of job creation and social protection is both good policy and the right thing to do. When jobs are scarce and money is tight and workers feel abandoned by their governments in these times of greatest need, they are most vulnerable to abuse and exploitation. Desperate families may turn to desperate measures to survive, and core labor standards—those fundamental human rights that are the underpinnings of worker dignity—are at risk. Children become more vulnerable to harmful child labor, and adults more vulnerable to forced labor.

The International Labor Organization (ILO) has produced new global estimates placing the number of people trapped in forced labor at 21 million, including 6 million children forced into labor or sexual exploitation. The ILO also estimates that 215 million children are working as child laborers, of which about 115 million participate in hazardous labor.

This year, through the U.S. Department of Labor's Bureau of International Labor Affairs (ILAB), I am releasing the 11th edition of the Department's Findings on the Worst Forms of Child Labor as mandated by the Trade and Development Act of 2000 (TDA), and the fourth edition of the List of Goods Produced by Child Labor or Forced Labor as mandated by the Trafficking Victims Protection Reauthoriza-

Foreword

tion Act of 2005 (TVPRA). The 11th edition of the TDA Report introduces a new tool to assess and clearly indicate the status of the efforts of the 144 countries benefiting from U.S. trade preferences in eliminating the worst forms of child labor. The fourth edition of the TVPRA Report features the addition of new goods and countries to the list, which brings the total number of goods to 134 and countries to 74 in the report. These reports shine a spotlight on the great strides some countries have made in upholding their commitments to abolishing the worst forms of child labor and eliminating all forms of forced or compulsory labor. They also clearly indicate where much work remains to be done.

Over 70 years ago, Frances Perkins came to Washington, DC, to work for the “millions of forgotten.” It is my hope that these reports serve as a lucid reminder of what happens to the most vulnerable members of society, around the world, when social contracts between workers and their governments fall short. More importantly, it is also my hope that these reports become tools for those who want to join me in my efforts to ensure respect, around the world, for these fundamental workers’ rights.



HILDA L. SOLIS
Secretary of Labor
September 26, 2012

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Acronyms

AGOA	African Growth and Opportunity Act
ASEAN	Association of Southeast Asian Nations
ATPA	Andean Trade Preference Act
ATPDEA	Andean Trade Promotion and Drug Eradication Act
CAFTA-DR	Central America-Dominican Republic Free Trade Agreement
CBTPA	Caribbean Basin Trade Partnership Act
CEACR	International Labor Organization Committee of Experts on the Application of Conventions and Recommendations
CRC	Convention on the Rights of the Child
EAPCCO	Eastern Africa Police Chiefs Cooperation Organization
ECOWAS	Economic Community of West African States
ECCAS	Economic Community of Central African States
ECPAT	End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes
EU	European Union
GDP	Gross Domestic Product
GSP	Generalized System of Preferences
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
IDB	Inter-American Development Bank
ILO	International Labor Organization
ILO C. 138	International Labor Organization, Convention No. 138: Convention concerning Minimum Age for Admission to Employment, commonly referred to as the “Minimum Age Convention”
ILO C. 182	International Labor Organization, Convention No. 182: Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the “Worst Forms of Child Labor Convention”
ILO R. 190	International Labor Organization, Recommendation No. 190; Recommendation concerning the prohibition and immediate action for the elimination of the worst forms of child labor, commonly referred to as the “Worst Forms of Child Labor Recommendation”
ILO-IPEC	International Labor Organization, International Program on the Elimination of Child Labor
IMF	International Monetary Fund
INTERPOL	ICPO–INTERPOL/International Criminal Police Organization
IOM	International Organization for Migration
MERCOSUR	Common Market of the South (America); members include Argentina, Brazil, Paraguay (membership currently suspended), Uruguay, and Venezuela
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization

Acronyms

OAS	Organization of American States
OSCE	Organization for Security and Cooperation in Europe
Palermo Protocol	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime
PRSP	Poverty Reduction Strategy Paper
SIMPOC	Statistical Information and Monitoring Program on Child Labor
UCW	Understanding Children’s Work
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
USDHS	U.S. Department of Homeland Security
USDOL	U.S. Department of Labor
USDOS	U.S. Department of State
USDOJ	U.S. Department of Justice
USHHS	U.S. Department of Health and Human Services
WFP	World Food Program
WHO	World Health Organization
\$	U.S. dollar





Part I – Introduction: Report Guide

1.1 U.S. DEPARTMENT OF LABOR'S MANDATE

The U.S. Department of Labor (USDOL) has prepared this 11th annual report on the *Findings on the Worst Forms of Child Labor* in accordance with the Trade and Development Act of 2000 (TDA).⁽¹⁾ The TDA expanded country eligibility criteria for several preferential tariff programs to include the requirement that beneficiary countries implement their commitments to eliminate the worst forms of child labor.⁽²⁾ The expanded country eligibility criteria apply to the following trade preference programs: the Generalized System of Preferences (GSP) program, enacted by the Trade Act of 1974; the Africa Growth and Opportunity Act (AGOA); the U.S.-Caribbean Basin Trade Partnership Act (CBTPA); and the Andean Trade Preference Act/Andean Trade Promotion and Drug Eradication Act (ATPA/ATPDEA).⁽²⁻⁵⁾

The TDA mandated the Secretary of Labor to report on each “beneficiary country’s implementation of its international commitments to eliminate the worst forms of child labor.”⁽²⁾ USDOL’s Bureau of International Labor Affairs (ILAB) carries out this responsibility.

1.2 REPORT OVERVIEW

This report is divided into four parts. Part 1 describes the method for compiling the report and a description of the features of each country profile, including new country assessments added to provide the President with clear indications of the Secretary of Labor’s findings on whether each beneficiary country has advanced efforts to eliminate the worst forms of child labor. Part 2 reviews highlights and gaps in government actions to address the worst forms of child labor as described in this year’s report. Part 3 contains reference material for data on child labor and education that appear in the report, and a glossary of terms used. Part 4 covers the individual profiles of the TDA beneficiary countries.

1.3 RESEARCH FOCUS

1.3.1. Country Coverage

This report covers 125 independent countries and 19 non-independent countries and territories designated as GSP beneficiaries and/or beneficiaries of trade preferences under the AGOA, CBTPA and ATPA/ATPDEA. This includes former GSP recipients that have negotiated free trade agreements with the United States.⁽⁶⁾ Because the population of children is extremely small (less than 50) or non-existent in the British

Indian Ocean Territory, Heard Island and McDonald Islands and Pitcairn Islands, the report does not contain a discussion of these non-independent countries and territories. Rather, the report presents information on the worst forms of child labor and efforts to eliminate this exploitation in the remaining 125 countries and 16 non-independent countries and territories. The regional breakdown of countries and non-independent countries and territories reviewed in the report is as follows: Sub-Saharan Africa: 48, Asia and the Pacific: 33, Europe and Eurasia: 20, Latin America and the Caribbean: 29, and the Middle East and North Africa: 11. Because the report focuses on government efforts, non-independent countries and territories are classified by the region of the country with which each non-independent country and territory is associated, as appropriate.

1.3.2. Population Covered

In undertaking research on the “worst forms of child labor,” ILAB relied on the definition of a child provided in the TDA, which is the same definition contained in ILO Convention 182 (ILO C. 182). The TDA and ILO C. 182 define a “child” to be a person under the age of 18.

1.3.3. Reporting Period

The reporting period for this year’s report is January 2011 to December 2011. In addition, important developments during the first quarter of 2012 (January 1 to March 31) were included in the report when the information was available.

1.3.4. Type of Employment

The report focuses on the worst forms of child labor. The definition of the “worst forms of child labor” is found in the TDA and is the same as that included in ILO C. 182. It includes: (a) All forms of slavery or practices similar to slavery, such as the sale or trafficking of children, debt bondage and serfdom, or forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring, or offering of a child for prostitution, for the production of pornography or for pornographic purposes; (c) the use, procuring, or offering of a child for illicit activities in particular for the production and trafficking of drugs; and (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.⁽²⁾ The work referred to in subparagraph (d) is determined by the laws, regulations or competent authority of the country involved.⁽⁷⁾

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Hazardous Work

The work covered by subparagraph (d) is commonly referred to as “hazardous work”. As noted above, individual governments determine the work activities and processes considered “hazardous” for children. The Convention requires governments to develop this list of activities after consultation with workers’ and employers’ organizations, taking into consideration international standards, in particular the Worst Forms of Child Labour Recommendation (ILO R. 190).(7)

Acknowledging the national obligation to determine the scope of “hazardous work” under ILO C. 182, ILAB identified each country’s statutory and regulatory provisions defining hazardous work and the specific activities deemed improper for children to undertake. However, in many countries such provisions were found to be limited, ill-defined or non-existent, and in other cases, research found no information on whether provisions existed or not. To allow for a reliable and complete report, ILAB has employed the ILO R. 190 guidelines to assess the types of work that may be deemed to be worst forms of child labor under Article 3(d) of ILO C. 182. The guidelines indicate that the following types of work should generally be considered harmful to children: “(a) work which exposes children to physical, psychological or sexual abuse; (b) work underground, under water, at dangerous heights or in confined spaces; (c) work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads; (d) 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; or (e) work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.” Therefore, the “worst forms of child labor” noted in this report include work that ILAB has deemed likely to harm the health, safety or morals of children under Article 3(d) of ILO C. 182, based on ILO R. 190 guidance.

ILAB conducts extensive research in an attempt to determine whether activities performed by working children, in light of the specific tasks required and working conditions faced, constituted hazardous work based either on country-specific laws on hazardous work or on ILAB’s application of ILO R. 190. When determinations are made that specific cases constitute hazardous work, those forms of child labor are included in the report.

However, for some sectors in which hazards associated with child work are both well-documented at the global level and generally endemic, when ILAB had evidence of children working in those sectors, it deemed that the work performed by children includes hazardous work, absent case-specific evidence of indicators of such work. For example, while country-specific information on the dangers children face in agricultural work is not always available, research studies and other reports have documented the risks of occupational exposures, injuries and negative health consequences to children working in certain agricultural activities that are prevalent throughout the sector.(8)

The ILO includes children’s work on farms owned or operated by their families when considering the application of ILO C. 182 and ILO C. 138.(9-11) Accordingly, this report reflects the ILO’s broad vision on this issue and does not distinguish its analysis by the size or nature of farms in discussions of the worst forms of child labor in agriculture.(12)

1.4 RESEARCH METHODS

1.4.1. Data Collection and Sources

Information was gathered for this report through desk research, U.S. embassy reporting and limited field work. Although limited, we also received information from some foreign governments. Desk research consisted of an extensive review of mostly online materials, which included both primary and secondary sources. The sources included academic and independent researchers, media outlets, non-governmental organizations (NGOs), international organizations, foreign governments and U.S. Government agencies. Information was also collected from U.S. Government-funded technical assistance and field research projects.

Examples of sources used in this report are the latest editions available of country laws relevant to child labor, national-level child labor surveys, NGO reports on the nature of child labor in various countries and United Nations reports, including direct requests and observations by the ILO Committee of Experts on the Application of Conventions and Recommendations (ILO CEACR).(13)

The U.S. Department of State and U.S. embassies and consulates abroad provided important information by gathering data from contacts, conducting site visits and reviewing local media sources. A request for information from the public was published in the *Federal Register*, and a copy of the request was mailed to the Washington, DC-based foreign



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embassies of countries covered in the report.⁽¹⁴⁾ Data were also gathered through site visits to certain countries covered in the report, which included the collection of additional documents as well as key informant interviews.

1.4.2. *Analysis of Information*

The existence of child labor, particularly in its worst forms, often involves violations of laws and regulations, including serious criminal violations in some egregious cases. Information on child labor may be intentionally suppressed. The victims of the worst forms of child labor may be too vulnerable or politically underrepresented or marginalized to claim their rights or even communicate their situations. These factors make information on the worst forms of child labor often difficult to obtain. Therefore, in order to compile a credible and comprehensive report, ILAB used the following criteria to assess information.

1. **Nature of information.** Whether the information about child labor and government efforts to combat it gathered from research, public submissions or other sources is

relevant and probative, and covers “worst forms of child labor” and “government efforts” as used in this report. (See Glossary for definitions.) Specific evidence of government efforts was preferred where it was available.

2. **Date of information.** Whether the source information about child labor is no more than five years old. More current information was given priority, and ILAB used sources published during the reporting period to the extent possible. Information older than five years was generally not considered.

However, in the case of child labor statistics, certain factors contribute to less frequent generation of new data. Because government and other efforts to address exploitative child labor take time to have an impact on national level rates of child labor, children’s involvement in such activities does not change dramatically from year to year. Child labor surveys are carried out infrequently in part because the child labor picture does not change frequently (although there have been recent increases in the number of surveys carried

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out). In order to present an overall picture of children's work in as many countries as possible, ILAB used data for some countries that were up to 10 years old (2001) at the time compilation of this report began. For more information on statistics used in the report, see the Child Labor and Education Statistics: Sources and Definitions section.

In addition, in cases in which previous editions of this report have asserted that the worst forms of child labor exist in the production of goods, and in the absence of evidence that the problem has been effectively eliminated, sources older than five years may be used. This practice makes the report's information on such forms of child labor consistent with DOL's *List of Goods Produced by Child Labor or Forced Labor* as mandated by the Trafficking Victims Protection Reauthorization Act of 2005 (TVPRA). Statements that child labor exists in the production of goods will be removed when there is evidence that the problem has been effectively eliminated.

3. **Source of information.** Whether the information, either from primary or secondary sources, is from a source whose methodology, prior publications, degree of familiarity and experience with international labor standards and/or reputation for accuracy and objectivity, warrants a determination that it is relevant and probative.
4. **Extent of corroboration.** Whether the information about the use of child labor is corroborated by other sources.

ILAB used only sources that met more than two of the above criteria when making findings about gaps in government efforts.

1.4.3. Limitations

While data on the worst forms of child labor and information about government efforts to provide remediation are improving, data are still insufficient to provide a complete understanding of the problem. A lack of information may create an impression that a country has less serious problems with the worst forms of child labor than it has in reality. At the same time, this dearth of information may create the impression that a government is doing less than it should, when in fact efforts to combat the worst forms exist but are simply unreported or unpublicized. Although countries with open and available information may sometimes appear to have larger problems relative to other countries, this may not be the case. In fact, countries that make information collection

on child labor a priority are in a better position to eliminate the problem than those countries where such information is suppressed, because they can target their policies and programs at identified problem areas to achieve maximum impact.

Although information was requested from the public, including governments covered in the report, only 18 governments out of the 144 countries, non-independent countries and territories submitted information in response. In addition, lack of in-country data collection in a majority of countries and lack of access to other in-country sources of information may have also impacted the reporting.

Due to the inability to travel to each country covered in the report, ILAB relies on the Internet to gather primary and secondary sources of information. For countries where Internet access and technology is limited, there may be less information available online. Countries with more closed government processes and less civil society participation may also have less information readily available.

Most of ILAB's online research was conducted in English; however, some research was conducted in Spanish, French and to a limited extent, Portuguese. Materials written in other languages were generally not reviewed.

When ILAB was unable to find information about the major topics of discussion, including the content of important laws or enforcement efforts, this was noted.

1.5 ORGANIZATION AND CONTENT OF COUNTRY PROFILES

ILAB organized country profiles to track the types of efforts outlined in the TDA Conference Committee report. In this report, the Conference Committee indicated the President should consider certain criteria when determining whether a country has met its obligation under the GSP program to implement its international commitments to eliminate the worst forms of child labor.⁽¹⁵⁾ Each country profile contains information regarding these criteria: an introductory "Assessment" paragraph that provides an assessment of government actions to advance efforts in eliminating the worst forms of child labor; a table with child labor statistics; five text sections that describe the problem and different aspects of government efforts to address it; a table of information on relevant laws and ratification of international instruments; and a set of suggested actions. Each of these sections is described in detail below.

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1.5.1. *Country Assessment*

This year, ILAB introduces a new tool to assess government action to advance efforts in eliminating the worst forms of child labor. Each country profile now begins with a narrative assessment. This “Assessment” paragraph replaces the “Highlights” paragraph included in previous reports. The narrative includes any meaningful efforts—that is, key areas in which the government advanced in implementing its commitments to eliminate the worst forms of child labor. The narrative also includes areas in which gaps remain. Countries are assessed as having made significant, moderate, minimal, or no advancement. In a limited number of remaining cases, assessments were not provided because the population of children is either non-existent or extremely small (under 50) or there is no evidence of a worst forms of child labor problem and the countries appear to have an adequate preventative legal framework. See Section 1.7 for a more detailed discussion on the criteria used to determine a country’s assessment.

1.5.2. *Data on Working Children and School Attendance*

All country profiles contain a table that contains at least four variables: percent of working children, school attendance rate, percent of children combining work and school, and primary completion rate. The majority of country profiles have a table that includes data for at least one of these variables. A smaller set of profiles contain data on children’s work by sector. These data are based on surveys carried out by the ILO and other organizations. The age and methodologies of the original surveys vary, and in some cases the surveys may not reflect the true magnitude of the child labor problem in a country. For some countries, however, data are unavailable from the sources used in this report. For more information on this table, see the section Children’s Work and Education Statistics: Sources and Definitions.

1.5.3. *Section 1: Prevalence and Sectoral Distribution of the Worst Forms of Child Labor*

The first section of each country profile attempts to provide, to the extent information is available, a comprehensive picture of the worst forms of child labor in the country. The section begins with a discussion of the most common sectors and activities in which children are engaged. It provides

information about the nature and conditions of the work when such information is available.

1.5.4. *Section 2: Laws and Regulations on the Worst Forms of Child Labor*

The second section of each profile provides information on two criteria established in the TDA Conference Committee report: “1) whether the country has adequate laws and regulations proscribing the worst forms of child labor” and “2) whether the country has adequate laws and regulations for the implementation and enforcement of such measures.”⁽¹⁵⁾ Accordingly, this section describes a country’s legal framework in regard to the worst forms of child labor and assesses the adequacy of that legal framework by comparing it, in general, to the standards called for in the TDA. Since the TDA uses the definition of the worst forms of child labor contained in ILO C.182, this section focuses on comparing the country’s legal framework to the standards embodied in that Convention. In line with the ILO CEACR, ILAB considered any law that could be used to prohibit the worst forms of child labor.

In this section, ILAB considered whether laws were comprehensive in their prohibitions of all variations of a particular worst form. For example, in regard to prostitution, the report assesses whether countries prohibit the use, procuring and selling of a child for prostitution.

It is important to note that ILAB focuses on legal protections against the worst forms of child labor regardless of whether or not a problem exists in a country. This is to ensure that legal frameworks also serve as preventive mechanisms. For example, even if a country does not have a problem with the use of children in illicit activities, if there are no laws that exist to prohibit the use of children in illicit activities, the report points out a gap when comparing laws on this issue against international standards.

With these general parameters in mind, most reports contain some combination of the following assessments. In regard to forced child labor, ILAB assessed whether forced child labor, debt bondage and/or child slavery exists in the country and whether the laws comprehensively prohibited all manifestations of the problem. In regard to child trafficking, ILAB determined whether children were trafficked internationally and/or domestically and for what purposes, and then judged the adequacy of existing legal protections. In all cases in which

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countries maintain a military force, ILAB assessed whether the minimum age for military recruitment was 18. In countries where there is an ongoing armed conflict, ILAB also examined whether the law prohibits forced or voluntary recruitment of children by the armed forces, as well as other armed groups.

On the issue of commercial sexual exploitation of children, if child prostitution existed in the country, ILAB assessed whether the law prohibits recruitment, use, sale of and benefiting from the proceeds of child prostitution. If child pornography was a problem, ILAB examined whether laws prohibit the production, distribution/sale of, benefiting from and possession of child pornography. If research suggested the use of children by adults for illicit activities such as drug trafficking or forced begging, ILAB assessed whether the law prohibits the use of a child in such activities.

Using ILO R. 190 as a guide, ILAB also identified the types of hazardous work children perform or are at risk of engaging in for each country. ILAB then applied international standards to the country's legal framework to determine whether adequate protections existed.

Because the standards on minimum age for work in ILO C. 138 provide a foundation for protections against the worst forms of child labor, ILAB used the standards embodied in that convention to assess each country's minimum age for admission to work and the age through which education is compulsory.⁽¹⁶⁾ ILO C. 138 establishes that countries should set a minimum age for work of 15, or 14 for countries with less-developed economies. According to ILO C. 138, the minimum age for work shall not be less than the age of compulsory education. ILAB recognizes that the Convention calls upon member states to avoid the establishment of a minimum age for work lower than the compulsory school age. However, the opposite situation—in which the minimum age for compulsory schooling is lower than the minimum age for work—should also be avoided. It is possible that a low (or no) compulsory school age may encourage children below the legal age of employment to work since they are not required to attend school. Because such work is illegal, it may be more hidden from public view than other forms of work, thus increasing the possibility of exploitation through involvement in hazardous work or other worst forms of child labor. Therefore, the section notes when a country's minimum age for compulsory education falls below the minimum age for employment.

Finally, this section includes information on the country's child labor and education laws and policies and a summary table on a country's ratification of international conventions and compliance with international standards related to child labor. The conventions include ILO C. 138 and 182 and the UN Convention on the Rights of the Child and its Optional Protocols on the involvement of children in armed conflict and on the sale of children, child prostitution and child pornography; and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention against Transnational Organized Crime (Palermo Protocol). A checkmark indicates the country's ratification, acceptance, accession or succession to the instrument, given that these actions have the same practical legal effect regarding the substantive obligations of the instruments as ratification.⁽¹⁷⁾ Also included are the minimum ages for work and hazardous work, compulsory education age, and whether the government has a law or policy on free public education.

1.5.5. Section 3: Institutional Mechanisms for Coordination and Enforcement

The third section of each profile provides information on institutions charged with coordinating efforts and enforcing laws governing the worst forms of child labor in the country. It addresses the third indicator for assessing a country's child labor efforts included in the TDA Conference Committee report: “3) whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor.”

ILAB identified two distinct concepts from the criteria to assess country efforts. The first refers to whether the country has “formal institutional mechanisms.” Although the Conference Committee report speaks only to whether such mechanisms are in place in regard to investigation and complaints of the worst forms of child labor, ILO C. 182, Article 5, states that “[e]ach Member shall, after consultation with employers' and workers' organizations, establish or designate appropriate mechanisms to monitor the implementation of the provisions giving effect to this Convention.” ILAB applied this concept of monitoring to all provisions of the Convention, not just those directly related to enforcement of child labor laws. However, since the term “monitor” is often associated exclusively with enforcement activities, ILAB uses the term “coordinate” to describe this function.

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The second concept ILAB analyzed was whether or not the country had mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor. Because ILO C. 182 discusses enforcement to a limited extent, other international standards and practices were also considered as general evaluating guidelines, including those from ILO Conventions 81 and 129 on Labour Inspection and Labour Inspection in Agriculture respectively. To the extent possible, ILAB assessed whether the country had:

- Established labor inspection systems;
- Employed a sufficient number of inspectors to enforce the country’s child labor laws and regulations;
- Provided sufficient funding and resources to enforce child labor laws and regulations;
- Provided sufficient training to inspectors, including specialized training on child labor;
- Established processes for coordination and sharing of information on child labor among enforcement authorities;
- Created and implemented an effective mechanism for filing and responding expeditiously to complaints about child labor;
- Developed and implemented a labor inspection strategy that targeted areas in which child labor was believed most likely to occur and conducted inspections with sufficient frequency;
- Sanctioned child labor violations; and
- Published information on specific inspection results and fines or sanctions imposed for violation of child labor laws and regulations.

In most cases, ILAB did not have sufficient information to determine whether numbers of inspectors were sufficient in the country. Given the lack of information, ILAB was cautious in its assessment of the adequate number of inspectors. Only in cases in which the number of inspectors was extremely small relative to the population, the government acknowledged their own resource constraints, key international organizations concluded resource gaps existed, or several sources corroborated such a conclusion did ILAB make findings of insufficiency.⁽¹⁸⁾

Although ILO Conventions focus primarily on labor laws, the worst forms of child labor encompass activities such as

child prostitution that are generally covered by criminal laws. Therefore, the report also assessed the same criteria in regard to criminal law enforcement.

1.5.6. Section 4: Government Policies on the Worst Forms of Child Labor

The fourth section of the profiles provides information on the fourth TDA Conference Committee report criterion: “whether the country has a comprehensive policy for the elimination of the worst forms of child labor.”⁽¹⁵⁾ This section describes a country’s policies and plans to combat the worst forms of child labor.

ILAB used the framework provided in R. 190, Article 15(f), which illustrates measures that countries might take to combat the worst forms of child labor, such as “encouraging the development of policies by undertakings to promote the aims of the Convention.”⁽¹⁹⁾ In ILO C. 182 and in comments from the ILO CEACR, the terms “programs” and “plans of action” are often used interchangeably. Indeed, it is difficult to distinguish in some cases between a policy, a plan and a program. For purposes of the TDA, a policy on the worst forms of child labor is defined as a framework that lays out general principles that are intended to guide a government’s actions on child labor. Although policies may call for the passage of new laws and the establishment of new programs, for purposes of the TDA, whether laws are adopted or programs are implemented is discussed in the Laws and Regulations on Child Labor section or Social Programs to Eliminate or Prevent the Worst Forms of Child Labor section, respectively.

Specifically, ILAB assessed whether governments had:

- Established specific child labor policies, or any related development policies that explicitly incorporate the issue of child labor or any related development policies that do not explicitly target child labor but that could impact the problem (ILAB determined that, because so few governments distinguish between worst forms of child labor and child labor, in general, when establishing policies, any policy on child labor, whether targeted to worst forms of child labor or not, would be discussed);
- Ensured that these policies included specific action plans, assigned responsibilities, established goals and set timetables; and
- Implemented its established policies and plans.

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1.5.7. *Section 5: Social Programs to Eliminate or Prevent the Worst Forms of Child Labor*

This section responds to the Conference Committee report criterion that calls for a consideration of “whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor and assist in the removal of children engaged in the worst forms of child labor.”(15) This section discusses only those programs implemented during the reporting period.

As in the section on policies, this section describes both programs focused on worst forms of child labor and on all forms of child labor, since countries often do not distinguish between the two in child labor programs. Also as in the policies section, this section discusses programs that focus on child labor specifically, as well as programs that address poverty, education and other related matters that could have a beneficial impact on child labor.

ILAB generally considered the implementation of projects through international organizations to be government efforts because the projects can only be carried out with consent of the government and such efforts are sometimes considered part of national budgets.

ILAB applied standards embodied in Articles 6 and 7 of ILO C. 182 to assess country programs to combat the worst forms of child labor. ILO R. 190 was also used in determining the kinds of efforts governments might make, such as giving special attention to girls, providing training to employers and workers and raising awareness. With this in mind, ILAB assessed whether governments had:

- Participated in any social programs to combat child labor, including programs aimed at directly preventing and withdrawing children from child labor;
- Implemented social programs with sufficient resources to combat the scope and magnitude of the child labor problem at issue;
- Targeted at-risk populations; and
- Implemented social programs successfully and sustainably.

1.5.8. *Suggested Actions For the Elimination of the Worst Forms of Child Labor*

The last section of each country profile is a set of suggested actions. These suggested actions serve as a roadmap of efforts that individual countries can follow to more fully address the worst forms of child labor.

1.6 Issues of Note

As in previous years, education continues to be highlighted in this report. There are many factors that impact whether a household will send their child to school, to work, or combine both. One of these factors is the financial cost of education, which may include income foregone in exchange for time spent in school, as well as direct school expenses. An important step governments can take to address the financial burden of schooling is to establish free education. Each country profile notes whether, by law, countries have established free and compulsory primary education.

Even when education is free by law, however, other barriers may remain and impede access. The profiles reference some of these additional obstacles, which may include financial costs associated with illegal school fees, transportation and materials. Other major barriers may include lack of physical proximity to schools and violence and abuse in classrooms. Most countries in the report have one or more of these education-access barriers. These barriers have a more pronounced impact for girls’ school attendance. A lack of available information, however, limits the discussion of these issues for some countries. In these cases, we note that the profile’s discussion is incomplete.

In many cases, when children do work, school attendance is heavily influenced by the nature and intensity of the work in which they are engaged. More hours allocated to work may result in fewer hours spent in school.(20) Research indicates that quality of education also affects the amount of schooling families choose.(21) For example, in Mexico, where a large number of children work and attend school simultaneously, evidence shows that when parents observe improvements in their child’s learning achievement, they are likely to significantly increase their child’s involvement in education by reducing the child’s involvement in work.(22) It may be

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difficult to separate issues of education access and quality, as high quality education may encourage families to overcome access barriers, while poor quality may discourage them. In this report, ILAB chose to limit its discussion of education to the issue of access because information on quality of education is difficult to obtain and assess.

Despite ILAB’s best efforts to cover relevant topics as comprehensively as possible, the report cannot cover other important issues that may affect children’s involvement in the worst forms of child labor. The report focuses on aspects of governments’ efforts that may be more likely to have a direct impact on the problem. Therefore, most of the discussion focuses on laws, coordination and enforcement efforts and policies and social programs directly targeted at child labor. The report also discusses programs to combat poverty and promote education that may contribute to the elimination of the worst forms of child labor. The report notes the small number of cases for which there is evidence that particular poverty and education programs have an impact on child labor, while noting the need for further research on the impact of these efforts on child labor in the majority of cases.

The report excludes infrastructure projects, health programs, and related policies and programs, which support children’s school attendance because it is more difficult to assess their direct impact on child labor.^(23, 24) The report also does not examine the impact that corruption may have on children’s involvement in the worst forms of child labor, particularly as it relates to enforcement of laws covering the worst forms of child labor. While some corruption is likely to exist in many countries, including the United States, specific, credible evidence of its impact is extremely limited. (Global attention to the issue of human trafficking has made information on corruption among law enforcement and other officials working on this specific issue only somewhat more available.)

1.7 FRAMEWORK FOR COUNTRY ASSESSMENTS

1.7.1. *Objective for Country Assessments*

As discussed in Section 1.5.1, ILAB is introducing a new assessment tool to clearly indicate and highlight the status of efforts by each country benefiting from U.S. trade preferences to eliminate the worst forms of child labor.

1.7.2. *Research Question Guiding Country Assessments*

The research question that ILAB is asking in its assessment of an individual beneficiary country is: “To what extent did the beneficiary country advance efforts to eliminate the worst forms of child labor during the reporting period?”

1.7.3. *Scope of Country Assessments*

As discussed, the TDA Conference Committee report outlines the following six criteria the President is asked to consider in determining whether a country is implementing its international commitments to eliminate the worst forms of child labor:

1. whether the country has adequate laws and regulations proscribing the worst forms of child labor;
2. whether the country has adequate laws and regulations for the implementation and enforcement of such measures;
3. whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor;
4. whether the country has a comprehensive policy for the elimination of the worst forms of child labor;
5. whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor, and assist in the removal of children engaged in the worst forms of child labor; and
6. whether the country is making continual progress toward eliminating the worst forms of child labor.

The country assessment tool is intended to inform the sixth criterion listed above: “whether the country is making continual progress toward eliminating the worst forms of child labor.” In preparing the assessments, ILAB evaluated the first five criteria listed above, grouping them into the same four areas addressed in the individual country profiles: laws and regulations, coordination and enforcement, policies, and social programs. The assessment is based on an analysis of the status of each country’s efforts in these four areas considered as a whole and compared to similar past efforts.

Importantly, the assessment is not intended to reflect a determination of “whether a country has implemented its commitments to eliminate the worst forms of child labor.” That determination is reserved for the President.

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1.7.4. Method for Determining a Country Assessment

The TDA reports of 2009 and 2010 identified a set of suggested actions for countries to take in order to advance efforts to eliminate the worst forms of child labor. The implementation—or lack of implementation—of these suggested actions establishes a baseline, or point of reference, from which to assess a country's advancement. These actions, in combination with other efforts undertaken by a country, were considered when assessing the level of a country's advancement during the current reporting period compared with previous years. The reporting period for this year's report is January 2011 to December 2011. However, meaningful actions undertaken during the first quarter of 2012 (January – March) were also considered for this assessment.

Once a country's efforts were identified, ILAB assessed (1) the significance of efforts—actions that could have a meaningful impact in eliminating the worst forms of child labor—undertaken during the reporting period, and (2) the extent to which these meaningful efforts addressed the first five TDA criteria, outlined above, during the reporting period. In addition, ILAB reviewed whether a government was complicit in the use of forced child labor, including the forcible recruitment of children for armed conflict.

To promote consistency and transparency and to operationalize those first five TDA criteria, each country's efforts were analyzed according to a uniform set of guidance questions related to the four general areas of laws and regulations, coordination and enforcement, policies, and social programs. These guidance questions are presented in Appendix II.

1.7.5. Country Assessment Categories

Each country received one of five possible assessments: *Significant Advancement*, *Moderate Advancement*, *Minimal Advancement*, *No Advancement*, or *No Assessment*.

1. **Significant Advancement.** Compared with the suggested actions reported in 2009 and 2010, a country significantly advanced efforts in eliminating the worst forms of child labor if it took suggested actions or made other meaningful efforts during the reporting period in *all relevant areas* covering laws and regulations, coordination and enforcement, policies, and social programs.
2. **Moderate Advancement.** Compared with the suggested actions reported in 2009 and 2010, a country moderately advanced efforts in eliminating the worst forms of child labor if it took suggested actions or made other meaningful efforts during the reporting period in *some relevant areas* covering laws and regulations, coordination and enforcement, policies, and social programs.
3. **Minimal Advancement.** There are two types of countries that could receive this assessment. The first type of country is one that, compared with the suggested actions reported in 2009 and 2010, minimally advanced efforts in eliminating the worst forms of child labor by taking suggested actions or making other meaningful efforts during the reporting period in a *few relevant areas* covering laws and regulations, coordination and enforcement, policies, and social programs.

The second type of country is one that, compared with the suggested actions reported in 2009 and 2010, made some advancement in eliminating the worst forms of child labor, but also established a new law, regulation or policy, upheld an existing law, regulation, or policy or initiated or continued a practice during the reporting period that *reverses or delays advancement in eliminating the worst forms of child labor*.
4. **No Advancement.** There are two types of countries that could receive this assessment. The first type of country is one that, compared with the suggested actions reported in 2009 and 2010, took no suggested actions and made *no other meaningful efforts* to advance the elimination of the worst forms of child labor during the reporting period.

The second type of country is one that, in more than an isolated incident, was *complicit in the use of forced child labor*. Given the egregious nature of this form of exploitation, countries complicit in the use of forced child labor were considered to have made no advancement regardless of efforts in other areas.
5. **No Assessment.** This assessment is reserved for countries in which the population of children is either non-existent or extremely small (under 50) or in which there is no evidence of a worst forms of child labor problem and where the country has a good legal and enforcement framework on child labor. Currently, only certain territories and non-independent countries fall into these categories.

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It is important to note that these assessments track government actions and compare countries against their own prior efforts. The assessments, however, do not take into account the impact of the government actions on the problem, or whether they have a documented effect in eliminating the worst forms of child labor. This type of analysis would require rigorous impact evaluations and assessments based on data from solid research designs, which is beyond the scope of this report.

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On June 12, 2012, the ILO marked the tenth anniversary of the annual World Day Against Child Labor. In commemoration of the 2012 World Day, the ILO called on member States to close the gap between commitment and action in addressing the human rights challenge of children who continue to work in abusive and exploitative labor practices, especially in the informal economy. Despite ILO C. 138 and 182 being the “most widely ratified of all the ILO Conventions,” there has not been a commensurate effort in the actions taken to address the vital problem of achieving the elimination of child labor.(1, 2) Recent estimates indicate that 215 million children are working, while 6 million children are working in forced labor, including commercial sexual exploitation and debt bondage.(3, 4) The ILO has expressed concern that continuing financial stresses from the global economic recession may be contributing to the slowing of efforts to eliminate the worst forms of child labor. It is calling on the international community to prevent stagnation of progress and accelerate actions to tackle this human injustice.(1, 2)

In examining the actions of governments for the 144 beneficiary countries in this report, our analysis draws attention to the uneven levels of effort devoted to tackling the worst forms of child labor. Globally, 109 countries made at least one meaningful effort this year to combat this problem. However, gaps still exist in governments’ efforts to counter children’s exposure to exploitative labor practices.

While many governments strengthened legal frameworks, 90 countries, or 62.5 percent of those included in the report, have not ratified at least one of the international conventions related to child labor or have laws that are not in compliance with international standards regarding required ages for work or school. Major conventions, such as ILO C. 182 and 138 as well as the Convention on the Rights of a Child, have been largely accepted and ratified around the world. However, numerous states have yet to ratify the Palermo Protocol or the Optional Protocols to the Convention on the Rights of a Child. Although two governments established policies to offer free education this year and several more expanded efforts to implement existing education policies, 14 countries lack a compulsory education age and 32 countries have an age that falls below the minimum age for work, which may increase children’s risk of entering the worst forms of child labor.

Many states also continue to lack coordinating mechanisms to manage government-wide efforts, which should include policy, program, legal and enforcement initiatives, to combat child labor. While many states have established enforcement bodies for relevant labor laws, insufficient resources create barriers to effective, targeted inspections and subsequent sanctions on child labor violations. Similar trends exist in the area of policies. While many governments have now adopted national policies to address child labor, they face barriers to implementation, including a lack of financial resources to adequately fund programs.

Numerous countries have also developed or expanded social programs, including cash transfer programs, education initiatives and awareness-raising campaigns. These initiatives have received increased support and funding on both a national and international level. Still, many states lack programs that specifically target victims of the worst forms of child labor.

Ultimately, more countries are recognizing the existence of the worst forms of child labor and taking more efforts to combat the problem. Still, national governments must expand their efforts and alleviate gaps in order to effectively protect children from such exploitation.

The following “year in review” presents the results of the country assessments; highlights positive efforts that governments are taking to eliminate the worst forms of child labor; draws attention to those countries that have taken minimal to no action; and identifies governments who continue to compel children to work or forcibly recruit them to fight in government armed forces.

2.1 ANALYSIS OF COUNTRY ASSESSMENTS AND GOVERNMENT ACTIONS

Figure 1 provides a global breakdown of the country assessments. Out of the 144 countries covered in the report, two received an assessment of Significant Advancement, 48 received an assessment of Moderate Advancement, 56 received an assessment of Minimal Advancement and 27 received an assessment of No Advancement. Eleven territories and non-independent countries were not given an assessment.

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Figure 1. Global Breakdown of Country Assessments

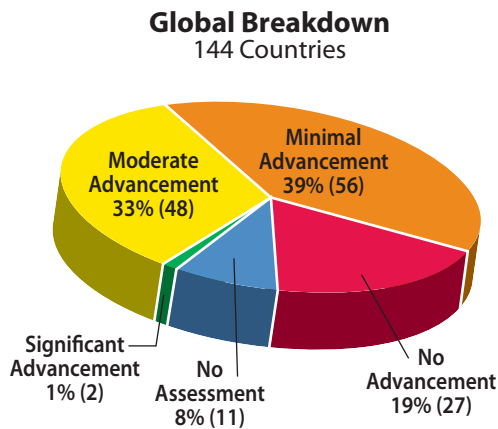


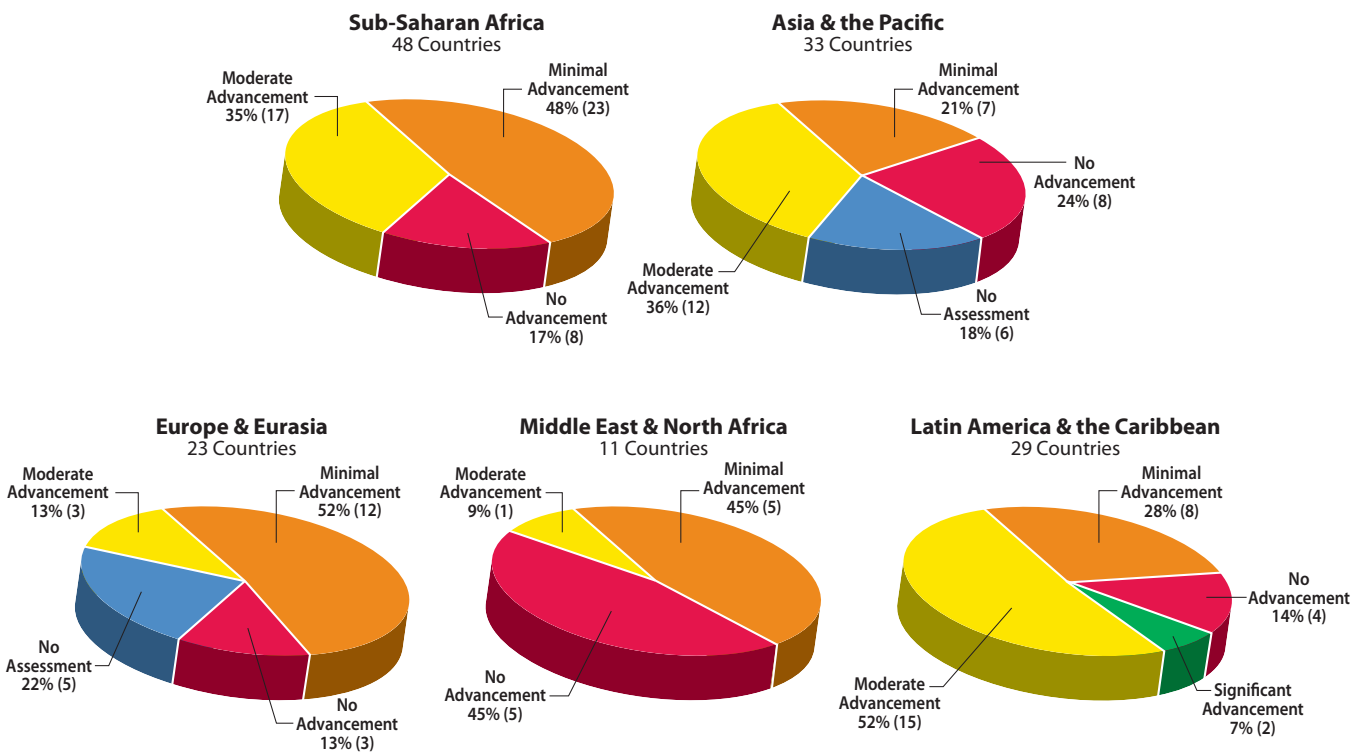
Figure 2 provides a regional breakdown of the country assessments. This figure provides insight into how each region is advancing efforts to eliminate the worst forms of child

labor. Latin America and the Caribbean is the only region to contain countries that made a significant advancement during the past year, and the only region where the majority of countries received an assessment of moderate advancement. In Asia and the Pacific, nearly half of the countries that received an assessment made a moderate advancement this year. Approximately half of all countries in the remaining regions received an assessment of minimal advancement: Sub-Saharan Africa (48 percent), Europe and Eurasia (52 percent), and Middle East and North Africa (45 percent).

Appendix 1 at the back of the report lists the assessment levels of countries and territories covered in this report. This information is organized into two lists. The first lists countries alphabetically, while the second organizes countries by assessment level.

The following discussion provides an overall description of countries by assessment level, including a description of country efforts.

Figure 2. Regional Breakdown of Country Assessments



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2.1.1. *Countries with Significant Advancement*

Of the 144 countries and territories covered in this report, there are only two countries with assessments of Significant Advancement. Both are located in Latin America: Brazil and Chile. These countries made significant advancement in combating the worst forms of child labor by taking suggested actions or making other meaningful efforts in **all areas** considered in this report, namely, laws and regulations, coordination and enforcement, policies, and social programs. Both countries have strong legal frameworks to combat the worst forms of child labor. These legal foundations are complemented by clearly designated coordinating agencies on child labor. Significant resources are also allocated to enforcement, including for dedicated training on child labor for inspectors. Both countries have also developed comprehensive policies and large social programs to address child labor issues and backed and expanded these initiatives with resources to facilitate their implementation. While there are still areas for improvement, the breadth of meaningful efforts made by Brazil and Chile, including transparency in data to monitor trends, has accelerated progress to eliminate child labor.

Brazil has developed a comprehensive approach to combat the worst forms of child labor. In 2011, the Government of Brazil allocated \$1.7 million for child labor inspections, conducted 7,024 such inspections, and began to operate a monitoring system to collect information about cases of the worst forms of child labor across the country. It also approved the Law of Social Assistance to officially establish the National Single System of Social Assistance (SUAS) to coordinate efforts to fight poverty and require that states and municipalities allocate funding to social programs under SUAS, which includes the National Program to Combat Child Labor (PETI). The Government also established the Brazil Without Misery program, which aims to lift 16 million people out of extreme poverty, and expanded the *Bolsa Familia* program to include up to five children from the same household in the program; both programs explicitly target child labor.

Chile's significant actions include augmenting protections for children by passing landmark legislation barring all forms of trafficking for the purposes of labor and sexual exploitation. The Government also banned minors from working at night in commercial and industrial establishments. In 2011, the Ministry of Labor increased the number of sanctions imposed

on employers for child labor law violations. The Government also increased assistance to child victims of commercial sexual exploitation, in addition to maintaining several programs that provide direct assistance to children in the worst forms of child labor. In 2011, a Government-wide National Advisory Committee to Eradicate Child Labor met regularly and coordinated extensively with the ILO to begin administering a national survey on child labor. In addition, Chile's Ministry of Labor, national investigations police, national uniformed police, and National Service for Minors (SENAME) regularly inputted information on cases of the worst forms of child labor into a national case registry, which SENAME used to track the incidence of the worst forms of child labor and enhance programs designed to assist child laborers. The Government made additional efforts to collect accurate data on child labor by scrutinizing such internal procedures for registering incidents of child labor.

2.1.2. *Countries with Moderate Advancement*

Moderate Advancement countries undertook suggested actions or made other meaningful efforts in **some relevant areas**, generally including a combination of actions in laws and regulations, coordination and enforcement, policies, or social programs for each country. 48 of the 144 countries in the report received an assessment of Moderate Advancement. These countries are distributed throughout Sub-Saharan Africa (17 countries), Asia and the Pacific (12 countries), Europe and Eurasia (3 countries), Latin America and the Caribbean (15 countries) and the Middle East and North Africa (1 country).

Moderate Advancement countries tend to have established legal frameworks and are generally compliant with international standards on minimum age for general employment and hazardous work. Often, while laws, regulations and policy frameworks are in place and mechanisms for coordination and enforcement exist, governments do not allocate sufficient resources for the successful implementation of these tools for the elimination of child labor. Many of these countries lack capacity to effectively enforce their laws, and labor inspectorates are chronically understaffed and lack the resources, including vehicles, needed to conduct inspections on an adequate scale to identify and deter violations. In addition, Moderate Advancement countries usually have social programs directly targeting children in the worst forms of child labor, but they may neglect key sectors in which children are working or may not be sufficient in scope to address the size of the problem in the country.

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Below are some highlights of the meaningful government actions for countries that have moderately advanced efforts in eliminating the worst forms of child labor.

Highlights in the Area of Laws and Regulations.

Establishing a clear, strong legal framework is a critical foundation for countries' efforts to prevent and eliminate the worst forms of child labor. The Governments of Bangladesh, Kyrgyz Republic, The Gambia, Guinea Bissau strengthened protections that criminalize human trafficking and increased penalties for adults found enslaving children, soliciting children for pornography or prostitution, and involving children in illicit activities such as drug trafficking. The Government of Tanzania also signed into law the Zanzibar Children's Act, which prohibits child labor and any work that would inhibit a child's ability to attend school.

Several governments addressed occupational safety and health concerns for working children by increasing protections against dangerous work and defining or updating lists of hazardous

work prohibited to children. These governments included Benin, Cambodia, Costa Rica, Côte d'Ivoire, El Salvador, Jordan, Lesotho, and Thailand.

Laws making primary education free or compulsory up to the minimum age for employment can offer children an alternative to working as well as access to needed knowledge and skills for the future. The Government of Jamaica passed the Charter of Rights Bill, which guarantees free public pre-primary and primary education to all citizens. The Government of Rwanda announced that it would commence its Twelve Years Basic Education (12YBE) policy in 2012, which will increase the number of years of free education from nine to 12. In addition, the Government of Bolivia through the Ministry of Education issued a directive in support of the 2010 Avelino Siñani-Elizardo Pérez Education Law requiring all public schools to offer an accelerated education program so that children who have fallen behind in school because of work have the opportunity to catch-up.



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Highlights in the Area of Coordination and Enforcement.

ILO C. 182 requires countries to establish mechanisms to monitor the implementation of efforts to combat the worst forms of child labor. ILO R. 190 urges countries to ensure that their competent authorities cooperate and coordinate in implementing such efforts. There are a growing number of countries that have established such monitoring and coordinating mechanisms across government agencies. In 2011, the Government of Ghana's National Program for the Elimination of the Worst Forms of Child Labor in Cocoa (NPECLC) tested the Ghana Child Labor Monitoring System (GCLMS) in Kwaebibirem. This system enables community members to monitor, report on and coordinate services for children in exploitative situations and supports the goal of addressing the worst forms of child labor in cocoa-producing areas of the country. The GCLMS will function through community protection committees; as of December 2011, the Ministry of Employment and Social Welfare (MESW) reported that 500 such committees were active. In 2011, in preparation for a larger pilot of the GCLMS, the MESW also trained over 335 community monitors and data collectors from 60 communities.(5-7)

The Government of Fiji established a new Child Labor Unit (CLU) within the Ministry of Labor to coordinate government efforts to enforce legislation on child labor and centralize child labor data. The Government of Bangladesh's Child Labor Unit funded and developed a Child Labor Monitoring Information System (CLMIS) to manage child labor-related data collected by different ministries and also created a website on which the CLMIS will be publicly available.

During the reporting period, governments also took steps to improve enforcement of child labor laws. The Botswana Ministry of Labor, with input from social partners, finalized a sustainability plan in which child labor will become part of the daily responsibilities of labor inspectors, who will work closely with Village Development Committees, which consist mostly of local volunteers and local leaders, to identify and refer cases of child labor to social workers. Schools will be charged with monitoring school attendance to promote retention.

The Government of Peru enacted General Directive 001-2011-MTPE/2/16, requiring inspectors to address possible child labor violations during routine inspections. Labor inspectors were trained on fundamental labor rights, including child labor. Peru's Ministry of Labor carried out 1,048 inspections involving child labor, resulting in 48 businesses being

sanctioned for hiring a total of 64 minors illegally. Businesses sanctioned were mainly in the mining, agriculture, fishing, and commerce sectors.

Highlights in the Area of Policies. Policies and plans to prevent and eliminate worst forms of child labor provide strategic frameworks for guided action. In 2011, Argentina, Kazakhstan, Mali, Moldova and Mongolia adopted National Plans of Action to prevent and eliminate child labor. In February 2011, the Government of Honduras, under Executive Decree PCM-011-2011, approved the Roadmap for the Eradication of Child Labor in Honduras as national policy. The Roadmap covers the national, regional and sub-regional levels and incorporates issues related to poverty, education, health and social mobilization. Under Article 2 of the Decree, the government instructs all Secretariats and their dependencies to incorporate the issue of child labor elimination and prevention into their institutional strategic planning in accordance with the framework of the country's national development plan, "National Vision."

Other countries in 2011 also took the important step of integrating child labor concerns into broader child protection, poverty alleviation and policy frameworks. The causes of child labor are complex and closely linked to poverty and a lack of education; so, meaningful solutions must dovetail with strategies to combat these related problems. Furthermore, such mainstreaming efforts often raise the profile of child labor issues, resulting in better budgetary support and more broad-based remediation. The Government of Malawi mainstreamed child labor into the Malawi Growth and Development Strategy (MGDS II) (2011-2016), the Decent Work Country Program (2011-2016), and the United Nations Development Assistance Framework (UNDAF). The Government of the Philippines mainstreamed child labor into the new Medium Term Philippine Development Plan (2011-2016) and Labor and Employment Plan (2011-2016). The Government of the Philippines through its Secretary of the Department of the Interior and Local Government also released Memorandum Circular No. 2011-133 directing all provinces, cities, and towns to integrate initiatives to reduce child labor in local development plans.

Highlights in the Area of Social Programs. The majority of countries with the assessment of Moderate Advancement have social programs in place to address the worst forms of child labor through sector-based or national projects or broader social protection schemes.

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Sector-Based Projects

In Nicaragua, the Government, civil society partners and coffee producers have worked collaboratively to attempt to keep children in school instead of working in the coffee harvests. This partnership included the expansion of the Educational Bridges (EB) program that provides education to children of coffee workers to prevent child labor during coffee harvests; the provision of three meals daily to 1,371 children of farm workers plus a minimum salary for facilitators and educators; and the EB implementation manual defining the role of all actors and training for facilitators. The coordination among partners resulted in constructing new schools, improving EB venues at 40 coffee farms, training an additional 60 EB facilitators, and providing educational materials to additional farms for the 2011-2012 coffee harvest.

In Ecuador, the Government and international organizations reported that child labor has been effectively eliminated in landfills. Governmental, private sector, and civil society actors pursued a collaborative approach to eliminate child labor in garbage dumps through increased inspections and guaranteed access to educational, health, and recreational services for children removed from landfills. During 2010-2011, 2,160 children and adolescents who were found working in city garbage dumps were provided with a variety of services to keep them out of work and to increase life opportunities. In May 2011, the Government conducted inspections across the country and found no children working in garbage dumps. Nonetheless, the Government has indicated that local governments need to continue monitoring landfills to ensure that children do not return to work. The strategies were systematically documented and guidelines developed for replication in other activities in which children work in Ecuador and in other countries. Officials from Ecuador recently exchanged these good practices with government officials from Peru, Bolivia, and Brazil to consider replicating these strategies in garbage dumps in those countries.

Social Protection Schemes

Governments are also implementing or expanding social protection schemes to address poverty. Some of these programs are conditioned on school attendance, regardless of a child's work status, while others specifically condition receipt of benefits on a child's removal from exploitative work.

The Governments of Belize, Bolivia, Indonesia, and Paraguay implemented or expanded cash-transfer and subsidy programs to combat poverty and increase school enrollment for children.

The Government of Paraguay funds the Embrace Program (*Programa Abrazo*), which specifically assists children engaged in exploitative work by providing their families with cash transfers conditioned on children's school attendance and withdrawal from work.

2.1.3. Countries with Minimal Advancement

Of the 144 countries and territories covered in this report, there were 56 countries that received an assessment of Minimal Advancement. Fifty of these countries received this assessment because suggested actions or other meaningful efforts were undertaken in only **a few relevant areas**, generally including a single action in laws and regulations, coordination and enforcement, policies, and social programs. Two countries received this assessment because they established a new law, regulation, policy or practice or continued to uphold a law, regulation, policy or practice that reverses or delays advancement in eliminating the worst forms of child labor. Countries that made a minimal advancement are dispersed throughout Sub-Saharan Africa (23 countries) followed by Europe and Eurasia (12 countries), Latin America and the Caribbean (8 countries), Asia and the Pacific (7 countries) and the Middle East and North Africa (6 countries).

In many Minimal Advancement countries, gaps exist in the ability to enforce the basic legal framework on child labor. Enforcement bodies lack resources, and agencies to coordinate government efforts on child labor are either poorly defined or non-existent. Many of these countries also do not collect data or report on enforcement efforts. Despite the existence of some programs to combat child labor among Minimal Advancement countries, many of these programs are either limited in scope or coverage or do not directly target children in the worst forms of child labor. Furthermore, comprehensive child labor legislation does not exist. While basic laws to combat the worst forms of child labor may be in place, laws are generally not in compliance with international standards, leaving children vulnerable to the worst forms of child labor. Most Minimal Advancement countries have ratified ILO C. 182 and 138, but 20 countries, more than one-third of those with this rating, have not ratified one or both of the Optional Protocols to Convention on the Rights of the Child. In addition, of the 48 Minimal Advancement countries with compulsory education ages, 19 end mandatory education below the general minimum age for employment of 15 years.

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Two countries that received an assessment of Minimal Advancement due to the establishment or continuance of practices or laws that reverse or delay advancement in eliminating the worst forms of child labor are Colombia and the Dominican Republic. Colombia might have received a Moderate Advancement assessment if it were not for reported cases of members of Colombia's National Armed Forces using children as informants, an illegal practice in direct contravention to both national law and military policy. The Dominican Republic might also have achieved an assessment of Moderate Advancement had it not been for immigration provisions in its 2010 Constitution, upheld by the Supreme Court during the reporting period, that effectively, and in many cases retroactively, deny citizenship and birth certificates to many Dominican-born children of Haitian descent. These provisions deny such children school completion certificates, for which birth certificate presentation is a legal requirement.

It is important to recognize, however, that the Governments of Colombia and the Dominican Republic undertook a number of meaningful actions **in some relevant** areas covering laws and regulations, coordination and enforcement, policies and social programs during this reporting period. Colombia sentenced former paramilitary leaders to prison for recruiting child soldiers; amended the Penal Code to stiffen penalties for child trafficking and the use and recruitment of children for begging and illicit activities; established a separate Ministry of Labor; created the Administrative Department for Social Prosperity and the National Agency to End Extreme Poverty to help lift 1.4 million people out of extreme poverty; and extended the provision of free public education from kindergarten through high school. The Dominican Republic released statistics on child labor as part of its National Household Survey. The Government also initiated a pilot program in 21 schools that extends school hours to a full day and expanded the age range of children eligible for the conditional cash transfer program.

2.1.4. *Countries with No Advancement*

Twenty-seven of the 144 countries and territories in this report received an assessment of No Advancement. These countries were dispersed throughout Sub-Saharan Africa (8 countries), Asia and the Pacific (8 countries), Europe (3 countries), the Middle East and North Africa (4 countries), and Latin America and the Caribbean (4 countries). Out of the 27 countries that received an assessment of No Advancement, 24 received the assessment because no suggested actions and no other

meaningful efforts were undertaken during the reporting period to eliminate the worst forms of child labor. There are three countries that received an assessment of No Advancement for complicity in the use of forced child labor: the Democratic Republic of the Congo, Eritrea and Uzbekistan.

Many No Advancement countries are missing basic child labor legislation, like a minimum age for employment or compulsory education age, or have not ratified any international conventions on child labor. Six No Advancement countries have yet to ratify ILO C. 182 or 138. There are also often important gaps in the child labor laws that do exist in these countries, including exempting major sectors or activities from coverage and thereby leaving many children vulnerable to labor exploitation. In addition, in many cases, laws are ambiguous or include exclusions and caveats that make them confusing to adhere to and even more difficult to enforce. Furthermore, these countries often have no designated coordinating bodies to organize government efforts, lack official policies to combat child labor, and have limited or no social programs to prevent and/or eliminate the worst forms of child labor.

Some countries in this category simply made no efforts to combat the worst forms of child labor. Others made limited efforts to fix these gaps, but the actions were not considered meaningful and thus did not justify a higher assessment level. In some cases, such limited actions fell short due to lack of government commitment to address the problem; in others, they fell short due to budgetary constraints largely beyond the governments' control.

Some countries, such as Burundi, Cook Islands and Mozambique, drafted policies to combat child labor but did not adopt or implement them. Others, like Madagascar, announced support for social programs to combat child labor without meaningfully contributing to them through an allocation of resources or an expansion of relevant government initiatives. In the West Bank and the Gaza Strip, the Palestinian Authority's Ministry of Labor requested additional child labor inspectors during the budget process, but due to budgetary limitations, could only support an increase of one. The Palestinian Authority also solicited donor support to expand vocational programs for youth, but again did not receive the necessary funding.

While the majority of countries that received No Advancement fell into that category because of a lack of efforts, a few

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countries merited this assessment because of the commission of a serious violation involving the worst forms of child labor, namely the involvement of children in forced labor. The Democratic Republic of the Congo received an assessment of No Advancement, though it has several laws and regulations that address the worst forms of child labor and adopted a National Action Plan to Combat the Worst Forms of Child Labor, because poorly integrated elements of the Congolese National Army and armed units that provide security for government agencies abducted and forcibly recruited children for labor, armed conflict and sexual exploitation.

The Government of Eritrea received an assessment of No Advancement because a state-sponsored program imposes compulsory labor on secondary-level school children and on national service conscripts immediately after graduation. Children in the ninth through eleventh grades are forced by the Government to work for two months during the school break to carry out various construction, agricultural and other activities. Some evidence indicates that children are forced during these two months to engage in building and maintaining roads, conducting maintenance of school furniture, building canals, terracing, installing power and telephone lines, working as domestic servants, and planting trees and picking cotton. After completing secondary school, the graduates, who may still be under the age of 18, are deemed national service conscripts and are either drafted into the military, deployed to work in gold mines and on agriculture and construction projects or assigned to a technical college for further training.

Uzbekistan also received an assessment of No Advancement. In 2011, the Government created an Interagency Working Group to combat child labor. In addition, local administrators in some regions, including the Ferghana Valley, made a special effort to keep students in school and out of the fields during the annual cotton harvest. However, in large portions of the country the Government failed to enforce legislation prohibiting the worst forms of child labor in the production of cotton. Instead, authorities again closed schools for four to eight weeks and mobilized children to work in the cotton harvest to meet Government-mandated harvest quotas.

2.1.5. Countries with No Assessment

A lack of evidence of the worst forms of child labor, along with the presence of a good legal and enforcement framework

on child labor, resulted in No Assessment of efforts or suggested actions for the following eight territories and non-independent countries: British Virgin Islands; Christmas Island; Cocos (Keeling) Islands; Falkland Islands; Niue; Saint Helena, Ascension and Tristan da Cunha; Tokelau; and Wallis and Futuna. Because the population of children is extremely small (less than 50) or non-existent in the British Indian Ocean Territory, Heard Island and McDonald Islands and Pitcairn Islands, these Territories also received No Assessment.

2.2 THE U.S. EXPERIENCE

The experience of USDOL teaches us in the United States that preventing exploitation of children in the worst forms of child labor requires ongoing effort and vigilance. Like children everywhere, children in the United States can learn valuable skills from work that is appropriate for their level of development. Yet they can also fall victim to exploitation in the worst forms of child labor.

DOL is the sole federal agency that monitors child labor and enforces child labor laws. The most sweeping federal law that restricts the employment of child workers is the Fair Labor Standards Act (FLSA), enforced by DOL's Wage and Hour Division (WHD). In addition, the Occupational Safety and Health Act and related regulations, enforced by DOL's Occupational Safety and Health Administration (OSHA), apply to all employees regardless of age. WHD and OSHA have an active referral process in place for cases involving children under age 18, and the enforcement staffs of the respective agencies have worked collaboratively on a number of investigations.

The FLSA sets a minimum age of 14 for most employment in non-hazardous, non-agricultural industries, but it limits the times of day and the number of hours that 14 and 15-year-olds may work and the tasks that they may perform. The FLSA establishes an 18-year minimum age for non-agricultural occupations that the Secretary of Labor declares to be particularly hazardous or detrimental to children's health or well-being. There are currently 17 Hazardous Occupation Orders (HOs), which include a partial or total ban on work for minors in the occupations or industries they cover. Despite these restrictions and limitations, in 2010, there were 18 fatal occupational injuries among youth ages 16-17, and 16 fatal occupational injuries among children below age 16 in the United States.⁽⁸⁾

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WHD is committed to ensuring that the FLSA is strictly enforced. Every investigation carried out by WHD investigators includes looks for violations of the FLSA's child labor provisions. Complaints from the public about child labor, although not numerous, are given the highest priority within the agency. In Fiscal Year 2011, WHD concluded over 700 cases where child labor violations were cited, more than half of which involved violations of the referenced HOs. In this same fiscal year, WHD assessed over \$2 million in civil money penalties for violations of FLSA child labor laws, \$78,557 of which were in the agriculture industry.

Children are permitted under the FLSA to work at a younger age in agriculture than in other sectors. For example, the FLSA allows child farm workers ages 16 and 17 and all children working on farms owned or operated by their parents, regardless of their age, to perform farm work. Agricultural work that does not violate U.S. law or international standards may nonetheless require extraordinary care. WHD uses many tools to protect youth working in agriculture, including outreach and education to farmers, farm labor contractors, workers, parents, teachers, federal agencies, and others who provide services to farm workers.

WHD's YouthRules! web site at <http://www.youthrules.dol.gov> provides information about child labor, including the jobs minors may perform and the hours they may work. A WHD toll-free helpline is also available (866-4US-WAGE or 487-9243) to provide information about child labor laws.

The National Institute for Occupational Safety and Health (NIOSH) produces *Are You a Teen Worker?* (available at <http://www.cdc.gov/niosh/docs/2012-130/pdfs/2012-130.pdf>) to educate young workers about their rights and other resources on young worker safety and health for a variety of audiences. (See <http://www.cdc.gov/niosh/topics/youth/>.) For example, NIOSH, in partnership with the National Children's Center for Rural and Agricultural Health and Safety, developed the North American Guidelines for Children's Agricultural Tasks (NAGCAT). The NAGCAT provides information on children's physical, mental, and psychosocial abilities in relation to the requirements of specific types of farm work and has been effective in reducing child agricultural injuries.⁽¹¹⁾ In addition, the Department of Education's Migrant Education Program works to ensure that migrant children who move from one state to another are not penalized by disparities among

states in curriculum, graduation requirements, state academic content or student academic achievement standards. The program provides services to migrant children such as remedial and compensatory instruction, bilingual and multicultural instruction, vocational instruction, career education services, counseling, testing, health services and preschool care.⁽¹²⁾

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CHILDREN'S WORK AND EDUCATION STATISTICS: SOURCES AND DEFINITIONS

Approximately 80 country profiles in this report include a statistical table with data on the percent of children who work, school attendance rate and the percent of children who combine school and work. For a smaller set of profiles, the number of children who work and percent of children who work by sector is provided in a chart in each profile.

This section describes the sources and provides definitions for these data. This section also discusses some of the strengths and weaknesses of these data. While in a few cases more current sources of data may be available than those used here, the report uses the most reliable, standardized sources available to date to allow for cross-country comparisons. Because reliable child labor surveys are not available for many countries, USDOL uses statistics in some cases as old as 10 years as of the writing of this report (2001). In the event that data did not exist from the sources described below, no other reliable and publicly available source of data exists for a country, or data existed but had not been analyzed to allow for cross-country comparisons, the report concludes that the statistics are “unavailable.”

Working Children

Many of the profiles in this report present data on the percentage of children counted as working in the country in question. The percentage of children counted as working is the share of all children within a given age group that reported working in market activities. The number of children counted as working is also presented when available. Data presented in the current report may differ from data that were presented in previous reports because more updated data have become available.

Data are from the UCW project⁽¹⁾ analysis of primarily four survey types: (1) ILO's SIMPOC surveys; (2) UNICEF's Multiple Indicator Cluster Surveys (MICS); (3) World Bank-sponsored surveys, including Living Standards Measurement Surveys (LSMS), Priority Surveys, and others; and (4) other types of survey instruments including Labor Force Surveys (LFS) and Demographic and Health Surveys (DHS). The

first three survey programs are commonly recognized as being the primary sources for data on children's work and child labor and, therefore, generally received priority over all other available data sources.⁽²⁾

Every effort was made to include the most recent, reliable, and available data source among the four survey types. In countries where a SIMPOC, MICS, or World Bank-sponsored survey did not exist or the data were not available for analysis by the UCW project, other reliable and publicly available sources of micro-data were analyzed and presented in the report. The age and methodologies of the original surveys vary and in some cases the surveys may not reflect the true magnitude of the child labor problem in a country.

In general, when research reports refer to children's work they define work as “economic activity.” Economic activity is defined by the ILO as “the production of economic goods and services as defined by the United Nations system of national accounts and balances during a specified time-reference period.”⁽³⁾ Economic activities can further be broken down into market and non-market activities. Market activities are those activities that lead to the production of goods and services that are primarily intended for sale or are sold on the market. Non-market activities are those activities that lead to the production of goods primarily for household final consumption. Non-market economic activities include, for example, bottling; dressmaking and tailoring; and the production of butter, cheese, or flour for the household's own consumption. Non-market activities are typically excluded from current child labor surveys altogether or are not measured in enough detail to enable their full inclusion in an estimate of economic activity. For these reasons, the statistics on working children presented in this report generally represent children involved in market activities.

However, according to UCW researchers, typical child labor surveys do not collect enough detailed information on children's activities to accurately measure economic activity.⁽⁴⁾ This sentiment was echoed in December 2008 at the 18th ILO International Conference of Labor Statisticians. A resolution was adopted at the conference that provides new guidelines for

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governments on collecting child labor data. Specifically, the guidance indicates that countries may choose to use a broad framework to measure children's work and child labor that encompasses unpaid household services; or that countries may use a narrower definition of children's work that excludes such services, as long as the definition used is clearly specified.⁽⁵⁾ This resolution will likely lead to the collection of more comparable data on children's involvement in non-market activities in the future.

In analyzing the data from the above-mentioned surveys, UCW attempted to apply a standard definition of children's work. Although UNICEF MICS and ILO SIMPOC reports, for example, each use a different definition of work (as of the writing of this report, MICS survey reports include household chores in their definition of work while SIMPOC reports do not), to the extent possible UCW applied a common definition of work to the micro-data described. To date, this has resulted in the individual analysis of more than 80 data sets.

While every attempt was made to present a standardized child work statistic, there are differences across surveys that have the potential to affect the comparability of statistics across countries. Some of these differences are explained in greater detail here but in general include differing age groups, questionnaire content and wording, purpose of the survey, sample design, non-sampling errors, and year of data collection.

In general, data are presented for children 5 to 14, but some of the profiles present a work statistic for children 6 to 14, 7 to 14, or 10 to 14 depending on the age categories used in the original survey. The wording of work-related questions may also impact results. For example, the question on work in these surveys usually refers to work in the past 7 days; however, some surveys may refer to work activities in the past 12 months and are therefore likely to capture a higher proportion of working children than surveys with 7 day timeframes. The purpose

of the survey—whether the survey is designed specifically to measure children's work and child labor (SIMPOC surveys) or to measure the impact of poverty reduction programs (World Bank's LSMS)—may affect estimates of children's work. In addition, sample design may impact survey results. For example, children's work is often geographically clustered and SIMPOC surveys are designed to capture children's work in such geographic areas. As a result, estimates of working children based on SIMPOC data are typically higher when compared to estimates based on LSMS surveys, which do not use the same sample design.⁽⁶⁾ The ILO and UCW continue to investigate the effects of these survey differences on estimates of children's work.

When such information is available, country profiles also include the industry in which children reportedly work. For some surveys, industry of work was not reported by the entire sample of working children. Therefore, the distribution of children working by industry (i.e., agriculture, service, and manufacturing) represents children with non-missing data for industry of work. In some cases, when the rates of working children per sector are totaled, they may not equal 100 due to rounding.

Percent of Children Attending School

The percentage of children attending school is the share of all children within a specified age group that reported attending school. The UCW project data described above in the section "Working Children" are used to develop country-specific school attendance statistics. In general, the age group for which attendance statistics are calculated is for children 5 to 14 years. In some cases, however, different age categories are used, usually ranging from 6 to 14 years or 7 to 14 years.

Percent of Children Combining Work and School

The percentage of children who combine work and school is the share of all children within a specified age group that reporting both working and attending school. The UCW

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project data described above in the section “Working Children” are used to develop country-specific statistics on children combining work and school. The age group for which these statistics are calculated is usually for children 7 to 14 years.

Primary Completion Rate

This report uses the “gross intake ratio in the last grade of primary” as a proxy measure for primary completion. This ratio is the total number of new entrants in the last grade of primary education, regardless of age, expressed as a percentage of the population at the theoretical entrance age to the last grade of primary. A high ratio indicates a high degree of current primary education completion. Because the calculation includes all new entrants to last grade (regardless of age), the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late/early and/or repeat grades.

Unlike the other statistics presented in the country data tables, which are all based on UCW analysis as described above, the primary completion rate data is from the UNESCO Institute for Statistics. The data were downloaded on March 29, 2012, and are available at: <http://www.uis.unesco.org/Pages/default.aspx>. For more information on this statistic, please see the UNESCO Institute for Statistics’s Glossary at <http://glossary.uis.unesco.org/glossary/en/home>.

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GLOSSARY OF TERMS

Basic Education

Basic education comprises both formal schooling (primary and sometimes lower secondary) as well as a wide variety of non-formal and informal public and private educational activities offered to meet the defined basic learning needs of groups of people of all ages.

Source: UNESCO, *Education for All: Year 2000 Assessment: Glossary [CD-ROM]*, Paris: 2001.

Bonded Labor

Bonded labor or debt bondage is “the status or condition arising from a pledge by a debtor of his personal services or those of a person under his control as security for a debt if the value of those services as reasonably assessed is not applied towards the liquidation of the debt or the length and nature of those services are not respectively limited and defined,” as defined in the UN Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956).

Bonded labor typically occurs when a person who needs a loan and has no security to offer pledges his/her labor, or that of someone under his/her control, as a security for a loan. In some cases, the interest on the loan may be so high that it cannot be paid. In others, it may be deemed that the bonded individual’s work repays the interest on the loan but not the principal. Thus, the loan is inherited and perpetuated, and becomes an inter-generational debt.

Bonded labor is identified as one of the worst forms of child labor in ILO Convention 182.

Source: United Nations, *Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery*, (September 7, 1956); available from <http://www.ilo.org/public/english/comp/child/standards/supcons.htm>. See also U.S. Department of Labor, *By the Sweat and Toil of Children, Vol. I: The Use of Child Labor in U.S. Manufactured and Mined Imports* (Washington, DC: USDOL, 1994), 18. See also ILO-IPEC, *Child Labour: A Textbook for University Students, Appendix 2: Glossary*, (Geneva: ILO, 2004), 287. See also ILO Convention No. 182, *Worst Forms of Child Labor*, (1999); available from <http://www.ilo.org/ilolex/english/convidisp2.htm>.

Child

A person less than 18 years of age.

Source: ILO Convention No. 182, *Worst Forms of Child Labour*, (1999); available from <http://www.ilo.org/ilolex/english/convidisp2.htm>.

Child Domestic Servants

Child domestic servants, also referred to as child domestic workers or domestics, are children who work in other people’s households doing domestic chores, caring for children, and running errands, among other tasks. Child domestics sometimes have live-in arrangements, whereby they live in their employer’s household and work full-time in exchange for room, board, care, and sometimes remuneration. Child domestic service is mainly done by young girls, who are often subjected to sexual, physical, and verbal abuse.

Source: UNICEF, “Child Domestic Work,” *Innocenti Digest 5* (1999), 2. See also ILO-IPEC, *Child Labour: A Textbook for University Students, Appendix 2: Glossary*, 287, (Geneva: ILO, 2004).

Child Labor Elimination Projects

Since 1995, the U.S. Congress has appropriated over \$900 million to ILAB for efforts to combat exploitative child labor internationally. This funding has been used by OCFT to support over \$860 million in technical assistance projects to combat exploitative child labor in more than 90 countries around the world. To date, DOL-funded child labor elimination projects have rescued approximately 1.5 million children from exploitative child labor.

Source: U.S. Department of Labor, Bureau of International Labor Affairs, *International Technical Cooperation*, [online]; available from <http://www.dol.gov/ilab/programs/ocft/icltc.htm>.

Commercial Sexual Exploitation of Children

Based on the 1996 Declaration and Agenda for Action of the First World Congress against the Commercial Sexual Exploitation of Children, commercial sexual exploitation of children (CSEC) is defined as “sexual abuse by the adult and

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remuneration in cash or kind to the child or third person or persons.” The remuneration dynamic distinguishes CSEC from the sexual abuse of a child where commercial gain is absent, although sexual exploitation is also abuse. CSEC includes—

- Prostitution in the streets or indoors, in such places as brothels, discotheques, massage parlors, bars, hotels, and restaurants, among others;
- Child sex tourism;
- The production, promotion, and distribution of pornography involving children;
- The use of children in sex shows (public or private).

ILO Convention 182 prohibits the sale and trafficking of children and the use, procuring, or offering of a child for prostitution for the production of pornography or for pornographic performances.

*Source: Declaration and Agenda for Action of the First World Congress against the Commercial Sexual Exploitation of Children, Stockholm, August 27-31, 1996, available from http://www.csecworldcongress.org/PDF/en/Stockholm/Outome_documents/Stockholm%20Declaration%201996_EN.pdf. UNICEF, *Child Protection Information Sheet: Commercial Sexual Exploitation* (May 2006), available from http://www.unicef.org/protection/files/Sexual_Exploitation.pdf. See also ECPAT International, *CSEC Definitions*, available from <http://www.ecpat.net/eng/CSEC/definitions/csec.htm>. See also ILO Convention No. 182, *Worst Forms of Child Labor*, (June 17, 1999); available from <http://www.ilo.org/public/english/standards/ipecl/ratification/convention/text.htm>. Additional definitional aspects above provided by ILO-IPEC.*

Compulsory Education

Compulsory education refers to the number of years or the age span during which children and youth are legally obliged to attend school.

In this report, the age until which education is compulsory is reported. For example, a compulsory education age of 15 means that a child is required to be in school through 14, but may leave at age 15. While country laws were the favored sources for this information, in some cases, data reported by governments to the UNESCO Institute for Statistics were used in the country profiles.

*Source: UNESCO, *Education for All: Year 2000 Assessment: Glossary [CD-ROM]*, Paris: 2001. UNESCO Institute for Statistics, *Compulsory education*, 2012.*

Convention on the Rights of the Child

The Convention on the Rights of the Child spells out basic rights of children, such as the right to survival; to develop to the fullest; to protection from harmful influences, abuse, and exploitation; and to participate fully in family, cultural, and social life. The Convention protects children’s rights by setting standards in health care, education and legal, civil, and social services. According to Article 32 of the Convention, children have the right “to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child’s education, or to be harmful to the child’s health or physical, mental, spiritual, moral, or social development.”

Source: UN Convention on the Rights of the Child; available from <http://www2.ohchr.org/english/>.

Education for All

In 1990, delegates from more than 155 countries convened in Jomtien, Thailand to create strategies for addressing the issues of education, literacy, and poverty reduction. Using the Universal Declaration of Human Rights as a basis for their work, participants established a set of goals to provide all children, especially girls, with the right to an education and to improve adult literacy around the world. The result was the World Declaration on Education for All (EFA). This declaration called for countries, by the end of the decade, to meet the basic learning needs of all children and adults, provide universal access to education for all, create equity in education for women and other underserved groups, focus on actual learning acquisition, broaden the types of educational opportunities available to people, and create better learning environments for students.

In April 2000, delegates gathered again for the World Education Forum in Dakar, Senegal. After reviewing the data gathered, it was clear that much more progress would be needed to achieve EFA. These delegates, from 164 countries, adopted the Dakar Framework for Action and renewed and strengthened their commitment to the achievement of quality basic education for all by the year 2015. The World Education Forum adopted six major goals for education to be achieved within 15 years, including the attainment of Universal Primary Education and gender equality, improving literacy and educational quality, and increasing life-skills and early childhood education programs.

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Source: UNESCO, *The World Conference on Education for All, Jomtien, Thailand (March 5-9, 1990)*, [conference proceedings]; available from http://www.unesco.org/education/efaled_for_all/background/world_conference_jomtien.shtml. See also UNESCO, *World Education Forum, Dakar, Senegal (April 2000)*, [conference proceedings]; available from http://www.unesco.org/education/efawef_2000/index.shtml. See also UNESCO, *Education for All: Meeting Our Collective Commitments, Text adopted by the World Education Forum Dakar, Senegal, April 26-28, 2000*, available from http://www.unesco.org/education/efaled_for_all/dakfram_eng.shtml.

Forced Labor

Forced labor is defined in ILO Convention 29 as “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.” In practice, it is the enslavement of workers through the threat or use of coercion, and it is primarily found among the most economically vulnerable members of society.

Forced or compulsory labor is identified as one of the worst forms of child labor in ILO Convention 182.

Source: ILO Convention 29, *Forced Labour*, (1930); available from <http://www.ilo.org/public/english/dialogue/actrav/enviro/backgrnd/ilohrcon.htm>. See also ILO Convention 182, *Worst Forms of Child Labour*, (1999); available from <http://www.ilo.org/public/english/standards/ipe/ratification/convention/text.htm>.

Formal Education

The system of formalized transmission of knowledge and values operating within a given society, usually provided through state-sponsored schools.

Source: ILO-IPEC, *Child Labour: A Textbook for University Students, Appendix 2: Glossary*, 288. (Geneva: ILO, 2004).

Hazardous Child Labor

Article 3(d) of ILO Convention 182 provides a general definition of what is commonly referred to as “hazardous child labor:” “work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.” The work referred to in subparagraph (d) is to be determined by the laws, regulations, or competent authority of the country involved. For the purposes of this

report, USDOL has employed the ILO Recommendation 190 guidelines to adjudge the types of work deemed to be worst forms of child labor under Article 3(d) of ILO Convention 182. The Recommendation advises that the following situations should be considered hazardous for children: “(a) work which exposes children to physical, psychological or sexual abuse; (b) work underground, under water, at dangerous heights or in confined spaces; (c) work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads; (d) 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; (e) work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.”

Source: ILO Convention No. 182, *Worst Forms of Child Labour*, (1999); available from <http://www.ilo.org/ilolex/english/convdisp2.htm>.

ILO Convention 138: Minimum Age for Admission to Employment

ILO Convention 138 was adopted in 1973 and serves as the principal ILO standard on child labor. Under Article 2(3) of ILO Convention 138, Minimum Age for Admission to Employment, the minimum age of admission into employment or work in any occupation “shall not be less than the age of completion of compulsory schooling, and, in any case, shall not be less than fifteen.” Countries whose economy and educational facilities are insufficiently developed may initially specify a minimum legal working age of 14 when ratifying the convention. Additionally, under Article 7(1), “National laws or regulations may permit the employment or work of persons 13 to 15 years of age on light work which is—(a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority or their capacity to benefit from the instruction received.” Countries that specify a minimum legal working age of 14 years may permit light work for persons 12 to 14 years.

Source: ILO Convention No. 138, *Minimum Age for Admission to Employment*, (1973); available from <http://www.ilo.org/ilolex/english/convdisp2.htm>.

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ILO Convention 182: Worst Forms of Child Labor

ILO Convention 182 was adopted in 1999. It commits ratifying nations to take immediate action to secure the prohibition and elimination of the worst forms of child labor. Under Article 3 of the Convention, the worst forms of child labor comprise—

- (a) All forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- (b) The use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic purposes;
- (c) The use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- (d) Work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.

Among other actions, ILO Convention 182 requires ratifying nations to remove children from abusive child labor and provide them with rehabilitation, social reintegration, and access to free basic education and vocational training; consult with employer and worker organizations to create appropriate mechanisms to monitor implementation of the Convention; take into account the special vulnerability of girls; and provide assistance and/or cooperate with efforts of other members to implement the Convention.

Source: ILO Convention No. 182, Worst Forms of Child Labour, (1999); available from <http://www.ilo.org/ilolex/english/convdisp2.htm>.

ILO-IPEC: International Program on the Elimination of Child Labor

In 1992, ILO created IPEC to work toward the progressive elimination of child labor by strengthening national capacities to address child labor problems, and by creating a worldwide movement to combat it. Although ILO-IPEC aims to address all forms of child labor, its focus is on the elimination of the worst forms of child labor.

Countries participating in ILO-IPEC usually sign a MOU outlining the development and implementation of ILO-IPEC activities and the efforts to be undertaken by governments to progressively eradicate child labor. ILO-IPEC National Program Steering Committees are then established with the participation of governments, industry and labor representatives, and experienced NGOs. ILO-IPEC provides technical assistance to governments, but most of the direct action programs for children are carried out by local NGOs and workers' and employers' organizations. ILO-IPEC activities include awareness raising about child labor problems; capacity building for government agencies and statistical organizations; advice and support for direct action projects to withdraw working children from the workplace; and assistance to governments in drawing up national policies and legislation.

Source: ILO-IPEC, What is IPEC: IPEC at a Glance; available from: <http://www.ilo.org/public/english/standards/ipecl/about/implementation/ipec.htm>. See also ILO, IPEC Action Against Child Labour: Highlights 2006, Geneva, February 10, 2007 and 29; available from http://www.ilo.org/iloroot/docstore/ipecl/prod/eng/20070228_Implementationreport_en_Web.pdf. See also IPEC's Strategy to Eliminate Child Labour; available from http://www.ilo.org/public/english/standards/ipecl/publ/download/factsheets/fs_ipeclstrategy_0303.pdf. See also U.S. Department of Labor, Bureau of International Labor Affairs, International Technical Cooperation, [online]; available from <http://www.dol.gov/ilab/programs/ocfi/icltc.htm>.

ILO Recommendation 190: Worst Forms of Child Labor

ILO Recommendation 190 supplements the provisions of ILO Convention 182 and provides guidance to ratifying countries regarding its implementation. The Recommendation describes populations in need of specific attention regarding the worst forms of child labor, such as girls and children involved in hidden forms of work. It further provides guidelines to assist countries in determining the kinds of hazardous work that should be considered worst forms and thus prohibited to children. Finally, Recommendation 190 provides guidance regarding specific steps countries that have ratified Convention 182 should take in order to combat the worst forms of child labor, such as the collection and exchange of data on both the problem and best practices to address it; passage and enforcement of laws that penalize violations with criminal penalties; awareness raising about the problem; establishment

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of policies against the worst forms of child labor; and international cooperation through technical, legal, and other forms of assistance.

Source: ILO Recommendation 190, Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor (1999); available from. <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Informal Sector

Definitions of the informal sector vary widely. In general, the informal sector refers to areas of economic activity that are largely unregulated and not subject to labor legislation. A more precise description of the informal sector by ILO suggests “these units typically operate at a low level of organization, with little or no division between labor and capital as factors of production and on a small scale.” Furthermore, where labor relations exist, interactions are not based on contracts or formal arrangements; rather they are grounded on casual employment, kinship, and personal or social relations. Because employers in the informal sector are not accountable for complying with occupational safety measures, children who work in “hazardous” or “ultra-hazardous” settings likely run the risk of injury without any social protections. For this reason, households may be reluctant to indicate work by children in the informal sector, which can increase the probability of underreporting. In addition, because businesses in the informal sector are not usually included in official statistics, children working in informal sector enterprises do not show up in labor force activity rates.

*Source: ILO, Informal Sector: Who are they? [online] 2000; available from <http://www.ilo.org/public/english/employment/skills/informal/who.htm>. See also ILO, proceedings of the 15th International Conference of Labor Statisticians, (Geneva, Switzerland, January 19-28, 1993). See also U.S. Department of Labor, *By the Sweat and Toil of Children, Vol. I: The Use of Child Labor in U.S. Manufactured and Mined Imports* (Washington, DC: 1994), 2.*

Light Work

This report uses the definition of light work as established in ILO Convention 138, Minimum Age for Admission to Employment. Under Article 7(1) of the convention, “National laws or regulations may permit the employment or work of persons 13 to 15 years of age on light work which is—(a)

not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority or their capacity to benefit from the instruction received.” Countries that have specified a minimum legal working age of 14 years may permit the employment or work of persons 12 to 14 years of age on light work as defined in Article 7(1).

Source: ILO Convention No. 138, Minimum Age for Employment, (1973), Article 3; available from. <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Minimum Age of Work

The minimum age of work is the age at which a child can enter into work. ILO Convention 138 states that the minimum age for admission to employment should not be less than the age of completion of compulsory schooling and should not be less than 15 years (14 for developing countries).

Source: ILO-IPEC, Child Labour: A Textbook for University Students, Appendix 2: Glossary, 290. (Geneva: ILO, 2004).

Non-formal Education

Any organized educational activity outside the established formal school system—whether operating separately or as an important feature of some broader activity—that is intended to serve identifiable learning objectives. Non-formal or transitional education programs can enable former child workers to “catch up” or be “mainstreamed” with their peers who began their schooling at the appropriate age. However, there should always be a strong link between such rehabilitation programs and the formal education system, since the latter will ensure opportunities for further education and employment.

Source: ILO-IPEC, Child Labour: A Textbook for University Students, Appendix 2: Glossary, 290. (Geneva: ILO, 2004).

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Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict

This optional protocol, adopted in 2000, addresses and commits ratifying countries to take action against the involvement of children in armed conflict, which is a worst form of child labor per ILO Convention 182, Article 3(a).

Source: Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict; available from <http://www2.ohchr.org/english/law/crc-conflict.htm>.

Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography

This optional protocol, adopted in 2000, addresses and commits ratifying countries to take action against the commercial sexual exploitation of children, which is a worst form of child labor per ILO Convention 182, Article 3(b).

Source: Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution, and child pornography; available from <http://www2.ohchr.org/english/law/crc-sale.htm>.

Poverty Reduction Strategy Paper

A PRSP is a document written by the government of a developing country with the participation of civil society to serve as the basis for concessional lending from the World Bank and IMF, as well as debt relief under the World Bank's Highly Indebted Poor Countries Initiative. A PRSP should measure poverty in the country, identify goals for reducing poverty, and create a spending and policy program for reaching those goals. A PRSP should also ensure that a country's macroeconomic, structural, and social policies are consistent with the objectives of poverty reduction and social development. A new PRSP must be written every three years in order to continue receiving assistance from International Financial Institutions such as the World Bank.

Source: World Bank, Overview of Poverty Reduction Strategies, [online]; available from <http://www.worldbank.org/poverty/strategies/overview.htm>.

Primary Education

Primary education, sometimes called elementary education, refers to school usually beginning at 5 or 7 years of age and covering about six years of full-time schooling. In countries with compulsory education laws, primary education generally constitutes the first (and sometimes only) cycle of compulsory education.

Source: UNESCO, Education for All: Year 2000 Assessment: Glossary [CD-ROM], Paris: 2001.

Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (Palermo Protocol)

The Palermo Protocol, as the protocol supplementing the United Nations Convention against Transnational Organized Crime is commonly known, covers trafficking of children, also delineated as a worst form under ILO Convention 182, Article 3(a).

Source: UNODC, United Nations Convention Against Transnational Organized Crime and the Protocols Thereto, 2004, 41; available from <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>.

Ratification

Ratification is a serious undertaking by a State formally accepting the terms of an international agreement, thereby becoming legally bound to apply it. Other ways of becoming bound to an international agreement include acceptance, approval, accession, signature, or an exchange of notes.

In order to ratify an agreement, a country must, if necessary, adopt new laws and regulations or modify the existing legislation and practice to support the agreement, and formally deposit the instruments of ratification with the appropriate depositary. (In the case of ILO Conventions, ratifications must be registered with the Director-General of the ILO International Labor Office.)

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For certain international agreements that require ratification, signing an agreement or enacting an agreement into domestic law by Congress, or a similar state organ, does not mean that the international agreement has been ratified. Signing an international agreement serves as a preliminary endorsement, albeit a formality, as signatories are not bound by the terms of the international agreement or in any way committed to proceed to the final step of ratification. However, a signatory is obliged to refrain from acts which would defeat the object and purpose of the international agreement, unless it makes its intention not to become a party to the international agreement clear. Similarly, appropriate state entities may signal approval of an international agreement, but that is only one of the requisite steps on the path toward official ratification. The final step requires that the instruments of ratification be submitted to the depositary.

In the case of ILO conventions, ILO procedures provide the option to ratify or not ratify a convention, but do not include the option to sign a convention as a preliminary endorsement. Generally, an ILO convention comes into force in a ratifying country 12 months after the government has deposited the requisite instrument of ratification. This grace period provides ILO members time to enact or modify legislation to comply with the convention before it comes into force.

*Source: ILO, How International Labour Standards are created, [online]; available from http://www.ilo.org/global/What_we_do/InternationalLabourStandards/Introduction/creation/lang--en/index.htm. See also UNICEF, *The Process: From Signature to Ratification* [online]; available from <http://www.unicef.org/lcr/process.htm>. See also ILO Convention No. 138, *Minimum Age for Admission to Employment*, Article 11; available from <http://www.ilo.org/ilolex/english/convdisp2.htm>. See also ILO Convention No. 182, *Worst Forms of Child Labor*, Article 9; available from <http://www.ilo.org/ilolex/english/convdisp2.htm>.*

Timebound Program

ILO Convention 182 calls for timebound measures to eliminate the worst forms of child labor. Timebound Programs were spearheaded by ILO-IPEC and are carried out by governments with support from the UN organization. The programs aim to prevent and eliminate all incidences of the worst forms of child labor in a country within a defined period.

*Source: ILO-IPEC, *Eliminating the Worst Forms of Child Labor: An Integrated and Time-Bound Approach: A Guide for Governments, Employers, Workers, Donors, and other Stakeholders*, Geneva, April 3, 2001. See also ILO, *IPEC Action Against Child Labour 2008: Highlights*, Geneva, February 2009; available from <http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=9471>.*

Trafficking of Children

The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children provides a commonly accepted definition of human trafficking. It states: “(a) ‘trafficking in persons’ shall mean the recruitment, transportation, transfer, harbouring, or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability, or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs....” It goes on to state: “(c) the recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered ‘trafficking in persons’ even if this does not involve any of the means set forth in subparagraph (a) of this Article....”

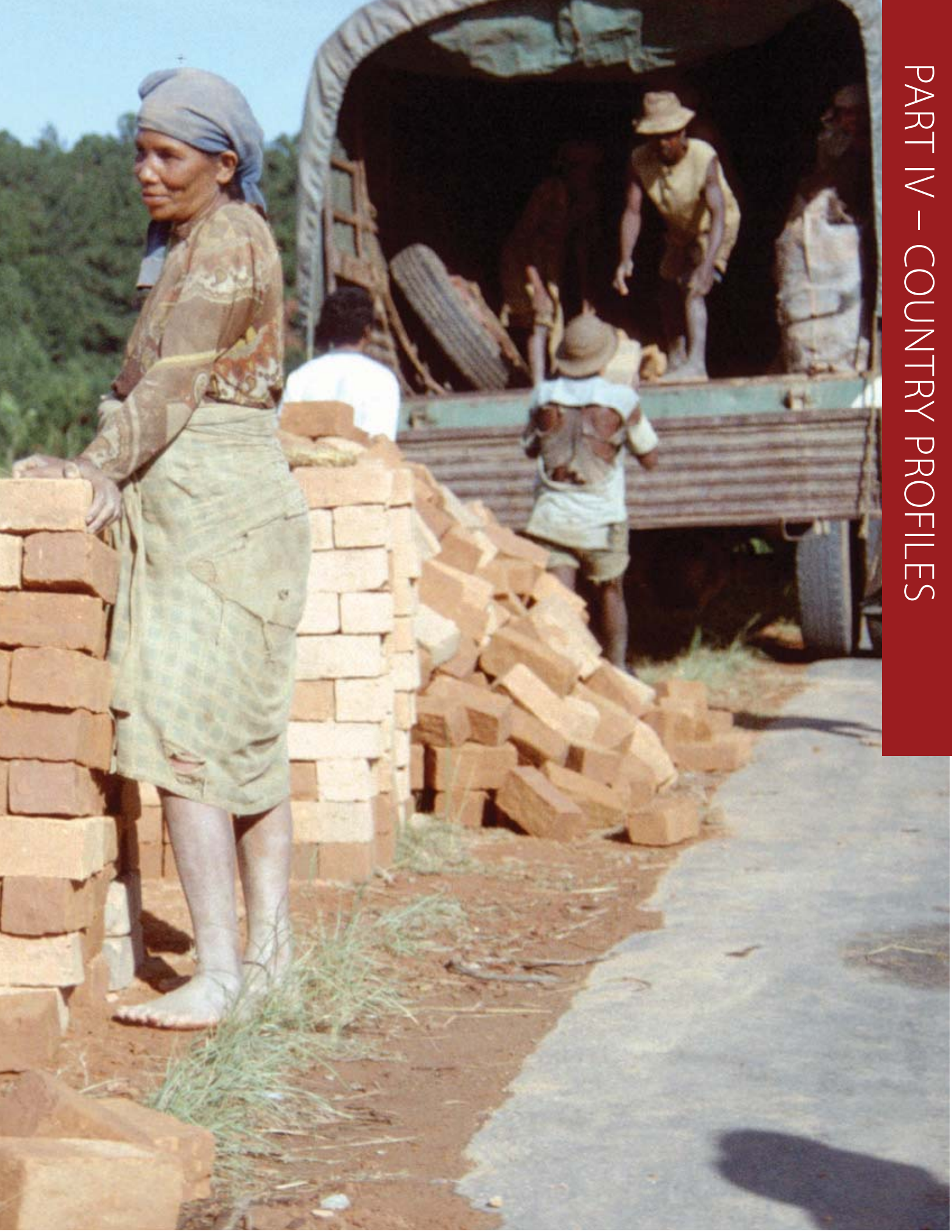
The trafficking of children is identified as a worst form of child labor in ILO Convention 182.

*Source: UNODC, *United Nations Convention Against Transnational Organized Crime and the Protocols Thereto*, 2004, 41; available from <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>. See also ILO Convention No. 182, *Worst Forms of Child Labor* (1999); available from <http://www.ilo.org/ilolex/english/convdisp2.htm>.*

Worst Forms of Child Labor

See “ILO Convention 182: Worst Forms of Child Labor.”







In 2011, Afghanistan made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government of Afghanistan and the UN signed an agreement in which the Government pledged to prevent the recruitment of minors into the national armed forces. The Government provided some training to the Afghan National Police (ANP) on this policy and investigated some cases of child recruitment. Despite this policy and these efforts, children continued to be recruited and used for military purposes by non-state groups as well as by the Afghan National Security Forces (ANSF), including the ANP. Children in Afghanistan remain engaged in other worst forms of child labor, including forced labor in the production of bricks and dangerous work in agriculture.



Statistics on Working Children and Education

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

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Afghanistan are engaged in the worst forms of child labor. Such worst forms include recruitment and use of children for military purposes by the ANP and non-state armed groups, forced labor in the production of bricks and dangerous work in agriculture.(3-8) Children work in agriculture in Afghanistan, including in the cultivation of poppies for opium production.(5, 9) Children working in agriculture may apply pesticides, use dangerous machinery and tools and transport heavy loads. There is limited evidence that children also raise livestock or shepherd animals, risking injury from animals. A study found that some children raising livestock may be physically abused and sexually harassed by animal owners.(10)

Children engage in exploitative work in home-based carpet weaving. They work long hours with their families and use dangerous tools and equipment, carry heavy loads and breathe harmful chemicals and wool dust.(5, 6, 11) Children work as auto mechanics and as blacksmiths in metal workshops.

These occupations expose them to occupational injuries such as cuts and burns.(6, 12) Children mine coal which may lead to respiratory illnesses or injuries from explosions.(13, 14) Children also work in gem mining operations.(5, 12) In urban areas, some children belong to begging gangs or engage in street vending.(5, 15) Children working on the streets are vulnerable to severe weather, traffic accidents and crime. Children also work as domestic servants, which may require them to work long hours, perform dangerous activities and endure physical and sexual exploitation.(5, 12, 16) Children reportedly work in construction sites.(17) There is also limited evidence that children gather, distribute and sell firewood, making them vulnerable to animal attacks, falls, car accidents and abuse from landowners.(10)

Children also 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.(5-7, 18, 19)

Children are used in illicit activities related to narcotics, including opium smuggling across borders.(12, 20) Children are recruited and used for military purposes by non-state groups as well as by the ANSF, including the ANP.(3-5, 8, 21) A June 2012 UN report documents isolated cases in which the local ANP in the eastern and southern regions of Afghanistan recruited children through intimidation; a February 2011 UN report indicates that local level ANP offices recruited children on school compounds. Anecdotal evidence reported by the UN indicates that children serving in the ANP were exposed to combat.(4, 21, 22) Non-State armed groups, such as the Haqqani Network, Hezb-i-Islami, Tora Bora Front, Jamat Sunat al-Dawa Salafia and the Taliban, recruit child soldiers; the Taliban reportedly uses

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children as suicide bombers.(3, 4, 23-27) Armed groups also reportedly use children, especially boys, in commercial sexual exploitation, including *baccha baazi* (boy play). These children are required to dance for them and are often sexually exploited.(3-5, 7, 23, 26, 28)

Afghanistan is a source and destination country for trafficking.(7, 23) Trafficking within Afghanistan is more prevalent than transnational trafficking. Afghan children are trafficked internally for forced labor, including debt bondage, in the brick industry, forced begging, sexual exploitation, child soldiering and domestic service. In addition, there is limited evidence that children are trafficked for forced labor in the carpet industry.(7, 23, 29) Boys are trafficked to Iran and Pakistan for sexual exploitation, paramilitary training, drug smuggling and domestic service.(7, 23, 29) Boys are reportedly trafficked to Saudi Arabia for forced begging and street vending.(7) Girls are trafficked internationally, particularly to Pakistan, for prostitution and forced domestic service.(7, 29) Girls from other countries are trafficked to Afghanistan for commercial sexual exploitation.(23, 29)

Afghanistan is plagued by insecurity and violence and this has led to grave abuses against children.(8) These include the recruitment and use of children in armed conflict, the killing and maiming of children in attacks or combat and attacks on schools.(8, 30) These conditions make it more difficult for children to attend school on a regular basis. According to the Ministry of Education (2007), while enrollment has risen since the fall of the Taliban, there are significant gender and geographic disparities.(31, 32) According to reporting from 2007, only one-fourth of all school buildings are classified as “useable.”(32) 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 sets the minimum age for employment, including hazardous employment, at 18.(33) A child may work as an apprentice at age 14. According to the Labor Code, children between ages 15 and 18 may engage in light work up to 35 hours per week.(33)

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.(33) However, the Government of Afghanistan has not defined hazardous working conditions and occupations prohibited for children.(17) In addition, the Labor Code does not prescribe penalties for child labor violations.(17)

	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	14
	Free Public Education	Yes

The Constitution prohibits forced labor.(34) The 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 domestically and internationally.(29, 35) The law prescribes stronger penalties for trafficking of children than trafficking of adults.(29)

The legal age for military service in the Afghan National Army (ANA) and for service in the ANP is 18. The ANA and ANP have no compulsory recruitment; recruitment is voluntary.(24, 36)

According to the Constitution, children and adults in Afghanistan are entitled to free education through the university undergraduate level.(34) Children in Afghanistan are required to attend 4 years of primary school and 3 years of secondary school, until approximately age 14.(5) The potential discrepancy between the years of schooling required and the minimum age for light work may make children age 14 particularly vulnerable to the worst forms of child labor as they are not required to be in school nor are they legally permitted to work.

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor, Social Affairs, Martyrs, and Disabled (MOLSAMD) leads and coordinates government efforts to address child labor.(6, 37) The Government also participates

in the Child Protection Action Network (CPAN) with NGOs and UN agencies. CPAN monitors child rights violations, including child labor, in 28 out of 34 provinces.(38) During the reporting period, the Ministry of Justice took the lead in creating an Inter-Ministerial Trafficking in Persons High Commission which addresses trafficking in persons in general.(7) The Ministry of Women's Affairs (MOWA) is responsible for combating the trafficking of girls through policy and advocacy.(7)

Afghanistan has two coordinating mechanisms to address the issue of children and armed conflict. The Government, led by the Ministry of Foreign Affairs (MFA), participates in a UN Task Force on Children and Armed Conflict, which consists of UNICEF, the United Nations Assistance Mission in Afghanistan, the Office of the Commissioner for Human Rights, UNODC, the Office for the Coordination of Humanitarian Affairs, UNHCR, WHO, the Afghan Independent Human Rights Commission and two NGOs. The Task Force's purpose is to prevent the recruitment and use of child soldiers.(17, 39) The Government also has an Inter-Ministerial Steering Committee on Children and Armed Conflict with representatives from the MFA, the National Directorate of Security and the ministries of Defense, Interior, Justice, Health, Social Affairs, Women's Affairs and Education.(17) In general, the UN-led Task Force is responsible for monitoring the outcomes of the Inter-Ministerial Task Force on Children and Armed Conflict.(39) During the reporting period, the Ministries of Interior and Defense issued directives to prevent the recruitment and sexual abuse of children in the ANSF. The directives included specific sanctions that would be applied to the perpetrators.(21)

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.(12) The number of labor inspectors is not sufficient to enforce Afghan laws on child labor. Labor inspectors did not receive training on child labor during the reporting period. The Ministry of Interior (MOI) is charged with enforcing laws related to hazardous child labor, forced child labor, child trafficking and child sexual exploitation.(12) Specifically, the MOI has an anti-trafficking in persons unit, which employs seven officers dedicated to investigating trafficking in persons. It is unclear how the MOI investigates other worst forms of child labor-related violations. The Attorney General's Office handles trafficking in persons prosecutions.(7, 23) MFA takes the lead on all international trafficking cases.(7, 23)

During the reporting period, the Ministry of Interior trained more than 150 members of the ANP on age assessment procedures in order to prevent the recruitment and use of children in armed conflict.(21) In the western region, the ANP systematically rejected children attempting to enlist in ANP recruitment centers and documented the cases. In addition, the MOI initiated 19 investigations of alleged underage recruitment in the ANSF.(21)

Research did not reveal the number of child labor and trafficking inspections and violations found during the reporting period. In addition, international organizations and NGO officials report that the Government does not distinguish between human trafficking and human smuggling, due in part to the fact that in Dari language, the word for trafficking and smuggling is the same.(7)

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 prevent the recruitment of minors into the ANA, the ANP, including the Afghan Local Police and the National Directorate of Security.(26, 40) The agreement, in the form of an Action Plan, is implemented by the Government's Inter-Ministerial Steering Committee on Children and Armed Conflict and monitored by the UN's Task Force on Children and Armed Conflict and UNICEF. The Action Plan also includes measures to prevent young boys from being victims of *baccha baazi*.(41)

Since the agreement was signed, there has been little progress toward fulfilling the Action Plan's goals. There has been no dialogue with armed groups to release and reintegrate children and no child specific provisions were added for peace and reconciliation plans.(7)

The Government of Afghanistan's Ministry of Education's National Education Strategic Plan establishes goals to improve access to and the quality of education.(32) The question of whether this plan has had an impact on child labor does not appear to have been addressed.

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

During the period, MOLSAMD continued to implement a \$24 million 4-year social protection program, which runs from 2009 to 2013 and is funded by the European Commission. The program includes components to combat child labor through

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the provision of vocational training, family reintegration, schooling and literacy training.(16) Additionally, 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.(42)

Research found no evidence that the Government has implemented or supported programs to assist children involved in armed conflict.

Few children in Kabul have formal birth registrations.(6) This makes it difficult to monitor and enforce laws such as the minimum age for employment and military recruitment. The recent January 2011 Action Plan on Children and Armed Conflict intends to address this problem by strengthening birth registration and age verification measures and investigating perpetrators of underage recruitment. However, the Government has yet to make substantial progress in this area.(23)

Government agencies sometimes refer child trafficking victims to NGO-run facilities or orphanages, or place them with government social service agencies.(29) MOLSAMD supports two shelters in Kabul and Herat for trafficking victims. While NGOs operated the shelters, MOLSAMD was responsible for the registration of victims, safety and security of the facilities and for the reintegration assistance.(7) In general, the majority of victims in trafficking shelters were boys under age 16.(7) However, there appeared to be no shelters for male trafficking victims from ages 16 to 18. Also, as female victims are not disaggregated by age, it is difficult to determine if underage female trafficking victims are being assisted with services.(7) The MOWA and the MOI also refer trafficking victims to health care facilities where they receive free basic treatment, and MOWA provides free legal services to trafficking victims.(29)

There are currently no programs for children engaging in the worst forms of child labor in agriculture.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Revise the Labor Code to specify penalties for child labor violations.	2010, 2011
	Designate hazardous working conditions and occupations prohibited for children.	2009, 2010, 2011
	Increase the age of compulsory schooling to match at least the minimum age for light work.	2011
Coordination and Enforcement	Increase the number of labor inspectors and provide them with training on child labor laws and regulations.	2011
	Make publicly available the number of child labor and trafficking inspections and violations.	2009, 2010, 2011
	Clearly define human trafficking in accordance with international conventions.	2011
Policies	Uniformly administer existing penalties for businesses violating child labor laws and ensure that punishments are a sufficient deterrent.	2011
	Take measures to fully implement the January 2011 Action Plan on Children and Armed Conflict.	2010, 2011
	Assess whether the National Education Strategic Plan has an impact on child labor.	2009, 2010, 2011
Social Programs	Expand government and NGO-run shelters to provide services to all children, including older male child trafficking victims.	2010, 2011
	Collect and make publicly available the data on the age and gender of trafficking victims.	2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Implement rehabilitation and reintegration programs for children affected by armed conflict.	2009, 2010, 2011
	Create programs to address the worst forms of child labor in agriculture.	2009, 2011

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In 2011, Albania made a minimal advancement in its efforts to eliminate the worst forms of child labor. The Government adopted a law that provides reintegration assistance for trafficking victims and introduced a child allowance for families already benefiting from economic aid through Albania's Law on Social Assistance and Services. However, research suggests that payments to eligible families are too low to have a positive impact on children. In addition, the Government relies on poorly funded NGOs to provide the bulk of services to children engaged in the worst forms of child labor. Furthermore, Albania failed to endorse the National Strategy for Children, which in turn stalled implementation of the Albanian Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 as planned. Children continue to be exploited in the worst forms of child labor in street work and forced begging.

Statistics on Working Children and Education

Children	Age	Percent
Working	7-14 yrs.	19.0 (108,161)
Attending School	7-14 yrs.	91.0
Combining Work and School	7-14 yrs.	20.5
Primary Completion Rate		86.3

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS/MICS3, Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Albania are engaged in the worst forms of child labor, specifically in street work and forced begging.(3-5) Street children work as vendors, vehicle washers and shoe-shiners, as well as drug runners.(6) Adults exploit children, some reportedly as young as 4 and 5 years old, forcing them to beg and requiring them to be on the streets and go door to door.(6-10) Some children may work long hours, often late into the night.(11) Children working on the streets may be exposed to many dangers, including severe weather, vehicle accidents and criminal elements.(12)



Children in Albania are reportedly employed in the textile, garment and footwear industries. Some are employed directly in factories, where they are exposed to heavy machinery and chemicals; however, the majority work in home-based operations, where they work long hours.(4, 6, 13)

Children also work in the agricultural sector and in mines, where they are exposed to inhaling chemicals, carrying heavy loads and suffering injuries from tools.(4, 6, 14) Children work in the construction sector and use dangerous equipment that exposes them to risk of injuries. There is evidence that children suffer from exhaustion caused by long working hours in the construction and service sectors.(6, 15)

Albania is primarily a country of origin for children trafficked abroad to Greece, Macedonia and Kosovo.(10, 16) In addition, children are trafficked within Albania to large cities, tourist sites, border points and ports.(10) Both boys and girls are trafficked for illicit activities and forced labor, including forced begging. Girls are trafficked for commercial sexual exploitation.(3, 17-19)

Research indicates that ethnic minority children from the Roma and Egyptian communities make up the majority of street children and trafficking victims.(4, 10, 20) Traditionally, these communities have suffered from pervasive marginalization and discrimination, which contribute to their acute poverty and difficulty in accessing social services.(10, 20)

Laws and Regulations on the Worst Forms of Child Labor

The Albanian Labor Code establishes the minimum age for work at 16.(21) Children between the ages of 14 and 16 can be employed during school holidays, provided that the employment does not harm their health and development.(21, 22) However, the law fails to define what constitutes permissible school holiday work, or the number of hours or conditions that would render employment acceptable.(22)

	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	15
	Free Public Education	Yes

Children ages 16 and 17 can work, but are restricted from work performed at night or work deemed harmful to their health or growth and can only be employed in what the Council of Ministers defines as “easy jobs.”(21) The Council of Ministers sets certain rules for the maximum duration and conditions of these jobs, which include employment that does not affect the children’s health and growth.(21, 23) The Labor Code sets the minimum age for hazardous work at 18 and lists jobs considered hazardous for younger children.(21) In addition, the Occupational Safety and Health at Work Law prohibits children from work that exposes them to toxic agents and radiation; work conditions that push them beyond their physical or psychological capacity; and work that exposes them to extreme heat or cold, noise or vibration.(23)

The safeguards for children in the Labor Code do not apply to “family jobs carried out by family members” who share the

same household.(21) This exemption fails to protect children who work with family members from dangerous forms of child labor. The Labor Code is only applicable to contract employment; however, many working children, such as self-employed workers, are not covered by a contract.(22)

The Labor Code prohibits forced or compulsory labor by any person, except in special circumstances, such as military service.(21) The minimum age for voluntary military service is 18, and 19 for compulsory recruitment.(24)

Albania’s Criminal Code criminalizes the trafficking of children and imposes a prison sentence for offenders. In addition, the Code prohibits the exploitation of children for prostitution; the use of minors for the production, distribution or publication of pornographic materials; the forced begging of children; and inciting minors into criminal activity.(3, 25, 26)

During the reporting period, the Government of Albania adopted a law that provides reintegration assistance and stipends to victims of trafficking once they depart from shelters.(16)

Albania provides 9 years of free and compulsory education; however, the costs of school supplies and classroom resources are prohibitive for many families.(4) Children generally start school at the age of 6, making education compulsory until the age of 15. Research indicates that marginalized groups, namely the Roma community, are often excluded from the Albanian education system.(17) The lack of civil registration and the lost income from leaving work serve as barriers to children’s participation in school.(27)

Albania’s Law for Protection of Children (LPC), adopted in 2010, stipulates that children have the right to protection from all forms of violence and economic exploitation.(28-30) The country’s Law on Social Assistance and Services was amended over the reporting period, to expand the number of those eligible for economic aid.(31)

Institutional Mechanisms for Coordination and Enforcement

The LPC institutes mechanisms for collaboration among central authorities, local authorities and human rights civil society organizations.(28) Under the LPC, regional governments are mandated to implement provisions of the law, including monitoring the situation of high-risk children and families, coordinating protection and referral activities at the local level, and identifying and managing individual cases.(29, 32) At the municipal level, child protection units

(CPUs)—currently located in 29 municipal and community levels across Albania—are tasked with the identification of children in danger and their subsequent referral to a safe environment.(15) The LPC established the National Council for the Protection of the Rights of Children (NCPRC), which is the primary government body responsible for the coordination of the protection of children’s rights, including children involved in child labor.(15)

The NCPRC and the Labor Inspectorate State Social Service, which are both under the jurisdiction of the Ministry of Labor, Social Affairs and Equal Opportunities (MLSA), as well as the Albanian State Police, are responsible for the enforcement of laws related to hazardous child labor.(15) The Labor Inspectorate has 170 inspectors charged to inspect for violations of all labor laws, including those on child labor, at the national and regional levels.(15) The Government maintains that the quality of inspections is compromised by the lack of funds for adequate office space and transportation.(15)

During the first 6 months of the reporting period inspectors carried out 20 inspections per month on all labor issues, of which only three involved unlawful child labor within licensed businesses.(15) Information about the subsequent actions taken on these cases and any penalties that ensued was not available.

The Office of the National Coordinator for the Fight Against Trafficking in Human Beings (NCAT), headed by a Deputy Minister of the Interior, is responsible for coordinating all anti-trafficking efforts in Albania.(19, 32) This office publishes a report on the state of human trafficking in Albania twice a year.(19) During the reporting period, the Government continued to fund a national toll-free, 24-hour hotline for potential victims of trafficking, which includes victims of forced child begging.(16) The Ministry of Interior’s General Directorate of Police is responsible for enforcing all laws, including child labor and child trafficking laws at the local and regional levels. The Serious Crimes Prosecution Office (SCPO) has nationwide jurisdiction over all trafficking cases.(19) Research was unable to determine the number of child trafficking violations, citations or penalties.

The National Referral Mechanisms (NRM) is a collaborative mechanism through which government and civil society organizations coordinate the identification, protection, referral and rehabilitation of trafficking victims.(32, 33) The NRM suffers from a lack of coordination, communication and effective implementation among its signatories.(19, 34)

Government Policies on the Worst Forms of Child Labor

The National Strategy for Children (2011-2015) serves as the primary policy document to guide the protection and monitoring of children’s rights, as called for in the Convention on the Rights of the Child.(15) The National Strategy plans on addressing the worst forms of child labor by leading the implementation of the Albanian Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 (ARCL).(35) However, as of the writing of this report, the National Strategy for Children still has not been endorsed by the Council of Ministers.(15)

The ARCL, approved by the MLSA in 2010, outlines a plan to eliminate the worst forms of child labor in Albania by 2016.(28) The plan includes the adoption and implementation of effective legislation and law enforcement to address the worst forms of child labor; the provision of free, quality education for all children; the provision of social protection to families and children in need; and the implementation of labor market policies that promote youth employment and the regulation and formalization of the informal economy.(35) The Government of Albania has presented the Roadmap to stakeholders throughout the country, who have in turn begun drafting regional action plans with local stakeholders.(15) However, research suggests that the ARCL will only become operational once the National Strategy for Children is endorsed.(35) Research was unable to determine if the ARCL will be mainstreamed into a different strategy, if the National Strategy for Children fails to be endorsed.

During the reporting period, the Government approved a 2011-2013 National Anti-trafficking Strategy with input from NGOs.(16)

The National Strategy for Social Inclusion (2007-2013) proposes to reduce poverty among Albania’s vulnerable groups, including children and Roma communities.(36) The strategy promotes an increase in formal labor market participation, the inclusion of policies that involve vulnerable children in education and training, and the formation of modern social protection systems.(15, 36) The Government of Albania continued to implement the National Action Plan for the Decade of Roma Inclusion (DRI) (2005-2015) in Albania, which strives to improve access to and the quality of social services for Roma communities.(37) The question of whether these policies have had an impact on child labor does not appear to have been addressed.

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

Over the reporting period, the Developing a Child Protection Safety Net (Safety Net) Program (2009-2012), implemented by the MLSA, UNICEF and *Terre des Hommes*, began to implement the LPC's child protection framework, which includes measures to protect vulnerable children and child victims of trafficking from work exploitation.(30, 38) The Safety Net Program is implemented through CPUs at the local level.(30) The CPUs employ specially trained child protection workers to identify exploited children and children at risk, to coordinate and deliver child protection services, and to promote children's rights among their communities.(30, 39)

The Government of Albania and the UNDP continue to implement the Empowering Vulnerable Local Communities of Albania (2010-2013) Program, which addresses social exclusion issues in the Roma and Egyptian communities.(40) Over the reporting period, the Program reportedly helped strengthen institutional capacities of employment centers and vocational training centers to increase access to the Roma and Egyptian communities; it has also promoted primary education for Roma and Egyptian children who lack access to early learning.(40) However, given the scope of the problem, these efforts appear insufficient.

With technical support from ILO-IPEC/SIMPOC, and financial support from USDOL, the Government's National Institute of Statistics conducted a Child Labor Survey and developed a database on child labor during the last reporting period. However, the release of the publication has been delayed.(15) Until the report is released, policies and programs

to assist child laborers will continue to suffer from a lack of information on current scope of the child labor situation in Albania.

The Government continues to fund and operate a reception center that houses victims of trafficking identified in Albania.(16) Over the reporting period, the State Police began to implement a plan to prevent juveniles engaged in hazardous work or begging from becoming victims of trafficking, maltreatment, sexual exploitation and coercion.(31)

In March 2011, a child allowance was introduced for families already benefiting from economic aid through Albania's Law on Social Assistance and Services.(31) However, payments to eligible families are still deemed too low to have a positive impact on children.(31)

Social services for children engaged in the worst forms of child labor are generally provided by poorly funded civil society organizations, rather than government organizations. These civil society organizations often lack well-trained staff or coordination with other protection services, especially at the local level.(15, 41)

Child protection stakeholders, including officials from the local and central government and civil society, met towards the end of the reporting period to discuss existing legal and social service gaps, and to promote the mainstreaming of policies and program implementation for children living and working on the streets.(41) The stakeholders acknowledged that child protection mechanisms nationwide need to be improved.(39) In addition, they found that there is a knowledge gap at the national level on the prevalence of street children and the reasons why these children live and work in the streets.(41)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend legislation to define permissible work, including hours and conditions thereof, for children between the ages of 14 and 16 years.	2011
	Amend legislation to protect children working with their families from the worst forms of child labor.	2010, 2011
	Amend the Labor Code to include children who fall outside contract work, such as street children.	2009, 2010, 2011
Coordination and Enforcement	Provide inspectors with the tools needed to effectively carry out their tasks, such as transportation and office facilities.	2010, 2011
	Strengthen coordination, communication and implementation of the NRM to enhance victim protection services.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Disaggregate, publish and disseminate statistics, including the number of citations and prosecutions, on the worst forms of child labor, including trafficking.	2010, 2011
Policies	Endorse and implement the National Strategy for Children.	2011
	Fully realize the Albanian National Roadmap on Child Labor.	2011
	Assess the impact that existing policies to promote social inclusion may have on addressing child labor.	2011
Social Programs	Build the capacity and knowledge and increase the resources of child protection service implementers at the national and local levels.	2010, 2011
	Conduct national research on the incidence of street children and the factors that cause them to live and work on the streets.	2011
	Increase resources and the number of social services available to children, including Roma and Egyptian children, engaged in or at risk of engaging in the worst forms of child labor.	2011
	Release the Child Labor Survey Report to the public.	2011
	Increase payments to families eligible for assistance under the Social Assistance and Services Law.	2011

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In 2011, the Government of Algeria made no advancement in efforts to eliminate the worst forms of child labor. The Government has yet to adopt a child protection law, drafted in 2007, that includes a hazardous work list. Algeria lacks adequate statistics on the prevalence and nature of the worst forms of child labor; however, children in Algeria are known to engage in the worst forms of child labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		96.0

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Algeria are reportedly engaged in the worst forms of child labor. UNICEF's Childinfo Web site, most recently updated in January 2012, provides data on child labor in Algeria based on the results of a 2006 Multiple Indicator Cluster Survey (MICS).(3) These data were not analyzed in time for use in this report, so they were not included in the table above. According to UNICEF's data table, 5 percent of children ages 5 to 14 are economically active.(3)

Although recent evidence on the prevalence of child labor in particular sectors is limited, Algerian children reportedly work in the construction sector and in mechanic shops, where they may face health and safety risks from work with heavy, motorized equipment and harmful materials. There have been past reports that children work on the streets as vendors and messengers, exposing them to multiple dangers including severe weather, vehicle accidents and criminal elements.(4-8) Algerian children also work in dangerous activities in agriculture.(5, 8, 9) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(8)



Children also work as domestic servants.(4, 5) Child domestic labor commonly involves long hours and may expose children to physical and sexual exploitation by their employer.(8) There have been reports of children being trafficked through or from Algeria to other countries, however, the extent of this problem is unknown.(6, 10)

Laws and Regulations on the Worst Forms of Child Labor

Algeria's Labor Code sets the minimum age for employment at age 16, but permits apprenticeships at age 15 under the authorization of a legal guardian.(11, 12) Even without the authorization of a legal guardian, the Ministry of Labor and Social Welfare may also grant permission for children ages 15 to 18 to work in certain fixed-term temporary jobs in the context of an apprenticeship.(13) Article 15 of Algeria's Labor Code prohibits minors from participating in dangerous, unhealthy or harmful work, or in work that may jeopardize their morality.(12) However, the Code fails to define a minor or establish hazardous occupations prohibited to minors. The Code also only covers contract-based employment and thus would not apply to informal work arrangements more likely to involve children.(6)

In 2007, the Ministry of Justice announced that it had drafted a child protection law that included strict clauses regarding the employment of children under age 16 and contained a hazardous work list; however, as of this reporting period, the Parliament has not yet adopted the 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	16
	Minimum Age for Hazardous Work	No
	Compulsory Education Age	16
	Free Public Education	Yes

The Algerian Constitution implicitly prohibits forced labor through a stipulation that the country's laws are subject to international treaty obligations. Algeria has ratified ILO Convention 29 (Abolition of Forced Labor).(14) The Penal Code explicitly forbids forced or bonded child labor.(15) Under the January 2009 amendment to the Penal Code, all forms of trafficking in persons are outlawed and the trafficking of children is considered an aggravated offense.(16) Algeria's Penal Code bars the use or recruitment of minors under age 18 for prostitution, and child pornography is prohibited.(9, 15)

The minimum age for compulsory military recruitment is age 19.(17) The minimum age for voluntary recruitment is age 18; however, children age 17 with a *baccalauréat* (high school diploma) may be voluntarily recruited with parental consent.(18)

Education is compulsory to age 16.(4, 11)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor and Social Welfare's Intersectoral Commission Relative to the Prevention of and Fight Against Child Labor is designated to coordinate the Government's actions to prevent and eliminate child labor.(11, 19, 20) According to a speech made by the Minister of Labor and Social Security on June 12, 2011, the Commission has been active since 2003. Since then, the Commission organized

hundreds of open-door seminars on child labor and education programs affecting 400,000 children and apprentices, as well as strengthened the labor inspection services.(21) However, research could not determine whether these events took place during the reporting period.

The Ministry of Labor and Social Welfare leads the Government's efforts to investigate child labor cases and enforce minimum age laws.(19) Labor inspectors are empowered to conduct regular inspections or special visits to investigate general labor conditions or a specific issue.(19) During the reporting period, the Ministry conducted some inspections of public sector enterprises and, in a few cases, conducted investigations of companies suspected of employing underage workers.(9) Most inspectors are concentrated in urban areas, although more hazardous child labor is found in rural areas.(15) The ILO reported a decrease in the number of labor inspectors working to inspect public sector enterprises, including those working in the field.(6) However, the Government has not made available the number of inspectors employed to enforce child labor laws. The ILO emphasized that it is difficult to quantify coverage since the number of enterprises subject to inspection is not known.(6)

The Ministry of Interior's National and Border Police and the Ministry of Defense's *Gendarmerie* police force have law enforcement responsibilities relating to criminal child labor violations, including trafficking.(5) The Ministry of Justice is charged with bringing trafficking cases through the criminal justice system; however, the Government has yet to prosecute any trafficking cases.(22)

The Government has indicated that enforcement statistics are kept but has declined to make this information available.(6)

Government Policies on the Worst Forms of Child Labor

Algeria guarantees free education through the secondary level and has articulated steps to achieve universal education access through a National Action Plan (2008–2015). This plan, which addresses child development in general, calls for the implementation of specific activities to combat child labor, including some of the worst forms.(5, 23, 24) As of February 2011, the Government had not met its timetable for reporting on the implementation of this plan.(22) The Agency for Family and Women's Affairs has a child protection strategy for 2009–2012.(16) The question of whether these policies impact child labor does not appear to have been analyzed.

During the reporting period, the Government adopted a national strategy on trafficking for 2011-2013, which is implemented by a National Coordinator working with regional offices; reportedly, this mechanism has not operated effectively.⁽¹⁰⁾ Research found no evidence that the Government of Algeria has systematic data collection and analysis regarding the prevalence and nature of the worst forms of child labor.⁽¹⁶⁾ The Minister of Labor and Social Security said in his June 2011 remarks that “the Government has collected data showing the incidence of child labor in Algeria is very low.”⁽²¹⁾ Although the Government may have a system for collecting and analyzing data on child labor, it has not published its findings or information on how it compiles its data.

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

Research has not identified any social programs supported by the Government to address specific worst forms of child labor or provide services to children engaged in informal work not governed by the Labor Code. Many of Algeria’s programmatic efforts were undertaken with the assistance of UNICEF, but the sustainability of these programs is unknown. Programs conducted cooperatively with UNICEF began in 2007 and were set to end in 2011.⁽²⁵⁾ The Ministry of Labor and the Ministry of National Education implemented awareness-raising campaigns on child labor. The Ministry of National Solidarity provided grants and school supplies to low-income families to encourage school attendance.⁽¹¹⁾ However, the question of whether this program has an impact on child labor does not appear to have been explored.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Adopt the child protection law drafted by the Ministry of Justice, establish a list of hazardous occupations forbidden to all children and make sure this law has an official definition of the term, “child.”	2009, 2010, 2011
	Establish the minimum age for hazardous work as age 18 in the Labor Code.	2009, 2010, 2011
Coordination and Enforcement	Evaluate the Intersectoral Commission Relative to the Prevention of and Fight Against Child Labor to ensure proper coordination among relevant Ministries.	2011
	Ensure that child labor laws are effectively enforced in all geographic areas and sectors.	2009, 2010, 2011
	Make publicly available enforcement statistics regarding the worst forms of child labor.	2009, 2010, 2011
Policies	Systematically collect, analyze and make available data on the prevalence and nature of the worst forms of child labor.	2009, 2010, 2011
	Actively monitor the progress of the National Action Plan to ensure objectives are being met according to the plan’s timetable for action.	2011
	Develop child labor-focused policies that address all relevant worst forms of child labor.	2009, 2010, 2011
Social Programs	Integrate more activities that specifically address the worst forms of child labor into the agendas of relevant Ministries, for long-term sustainability of program efforts.	2009, 2010, 2011
	Assess the impact that existing programs have on child labor.	2010, 2011
	Institute programs to address the worst forms of child labor in the informal sector, to ensure services are provided to children not covered by the protections of the Labor Code.	2009, 2010, 2011

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In 2011, Angola made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government continued to administer some programs to combat child labor, such as providing microcredit opportunities to families and improving access to education so migrant families could keep children in school. However, Angola's legal framework lacks a minimum age for hazardous work and does not prohibit all forms of human trafficking. In addition, the country lacks a specific age for compulsory education that makes children under age 14 vulnerable to the worst forms of child labor, as they are not required to be in school and are under the minimum legal age for work. Gaps also remain in law enforcement efforts and inter-institutional coordination. Children continued to engage in the worst forms of child labor, particularly in hazardous activities in agriculture and street work.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	25.7 (694,458)
Attending School	5-14 yrs.	65.4
Combining Work and School	7-14 yrs.	22.1
Primary Completion Rate		46.6

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS, Survey, 2001.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Angola are engaged in the worst forms of child labor, including hazardous activities in agriculture and street work.(3) Although evidence is limited, children reportedly work in the production of bananas and pineapples, during which they apply pesticides and carry heavy loads.(4) There are reports of forced child labor in the production of rice.(5, 6) Children also work in animal herding, which can subject them to injuries and expose them to disease.(4, 7) Children work in high-seas fishing, during which they are susceptible to risks such as drowning.(4, 8-10) Some children in rural areas work in artisanal diamond mining.(10, 11) Children also reportedly produce charcoal, which makes them susceptible to burns and may carry heavy loads.(4)

In urban areas, children reportedly work in construction and welding.(8) Children in Huambo work in informal markets lifting loads, cooking and selling goods such as meat and alcoholic beverages. Children performing this work risk exposure to extreme elements, physical injuries and burns.(4, 12) Street children engage in begging, prostitution, car washing and the sale of goods.(8, 10, 13, 14) These children can be exposed to the sun and heat, air pollution, heavy vehicular traffic, raw sewage as well as criminal and gang activity.(4, 8)

Children in Luanda reportedly work as domestic servants.(8) Children working in domestic service are at risk of long hours and exposure to physical and sexual exploitation in the households where they work.(15)

Children are forced to act as couriers in illegal cross-border trade between Angola and Namibia in order to avoid import fees.(16, 17) They are used in the sale and transport of illegal drugs and are victims of sexual exploitation.(14, 18) Children are also reportedly recruited by criminal gangs to work as thieves.(19)

Angola is a source and destination country for trafficking in children.(10, 17) Children are trafficked for work in agriculture, domestic service and commercial sexual exploitation.(17, 20) Angolan children are trafficked to Brazil, the Democratic Republic of the Congo, Namibia, South Africa and to Europe—primarily Portugal—to perform a wide variety of work.(17, 20)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at age 14.(21) Law No. 13 of 2001 establishes free and compulsory primary education. The law also establishes that primary education is of a duration of 6 years, but does not set a specific start age for children to attend such education.(22) However, the Government reported to the UNESCO Institute of Statistics that education is compulsory until age 12.(23) This age makes children ages 12 to 14 vulnerable to the worst forms of child labor, as they are not required to be in school and are under the minimum legal age for work.(24) In addition, a lack of school infrastructure and teaching materials deter children from attending school. In some cases, adolescents share classrooms with small children.(19)

	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	14
	Minimum Age for Hazardous Work	No
	Compulsory Education Age	12
	Free Public Education	Yes

The Labor Code requires children between ages 14 and 16 to obtain consent from their guardians to work, although such consent is not required if the children are married or otherwise deemed an adult.(21, 25) The Labor Code states that minors may only perform light work that does not harm their physical, mental, or moral development, with specific prohibitions for types of work that could harm their moral development, such as work in bars and discos.(21) Though these prohibitions appear to apply to children under age 18, the ILO Committee of Experts has pointed out that the Labor Code does not specifically define minors as children under age 18.(26) The ILO Committee of Experts has also noted that the Labor Code

does not specifically prohibit types of work that can harm children's health and safety, such as work in mining.(27)

The Government of Angola has established a list of hazardous work activities and materials, such as toxic substances, that are prohibited for minors. Some prohibited activities include fireworks production, stone mining, animal slaughter, leather production, brick-making, paper-making and pornography.(28, 29) Research could not determine if there is a link between the hazardous work list and work prohibited to minors by the Labor Code, or whether the hazardous work list amends the prohibitions in the Labor Code. Neither the Labor Code nor the hazardous work list specifically prohibits children from working in some dangerous activities they are known to engage in, such as high-seas fishing and street work.

The Constitution of Angola prohibits forced labor, trafficking and slavery.(24, 30) However, Angola does not specifically prohibit all forms of human trafficking, including trafficking for purposes of forced labor.(17, 27) Although the Government has not formally approved a new Penal Code, it follows the regulations established in the draft code, which prohibits the sale of children under age 14, commercial sexual exploitation of children, trafficking of children for sexual purposes and the use of children under age 18 in pornography.(31) In addition, the Constitution forbids the extradition of Angolan nationals, which may hamper regional efforts to prosecute Angolan nationals involved in international trafficking.(16) The Government established a Tourism Code to combat commercial sexual exploitation.(32) However, penalties for the commercial sexual exploitation of children are not stringent enough compared with other serious crimes, such as rape.(17)

The Draft Penal Code sets the minimum age for recruitment and enlistment in the armed forces at age 16.(31) It is unknown whether this provision conforms to ILO Convention 182. Information was not available on whether there are laws regulating the use of children in illicit activities, such as drug trafficking.

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Assistance and Social Reintegration (MINARS) and the National Children's Institute (INAC) coordinate government policies to protect the rights of children, while the National Council of Children (CNAC) monitors their implementation.(10, 24) The CNAC is led by MINARS and includes the INAC and 17 other ministries and civil society organizations.(10, 24) The UN Committee on the Rights of the Child (CRC) has expressed concern about the

lack of transparency in the selection of civil society members of the CNAC.(32)

The Ministry of Public Administration, Employment and Social Security (MAPESS) is responsible for the enforcement of child labor laws.(14, 24) MAPESS has the authority to fine businesses found to use child labor, but cases requiring further investigation must be transferred to the Ministry of Interior. Cases involving prosecution must be transferred to the Ministry of Justice.(14, 24) MAPESS employs labor inspectors in all 18 provinces; they carry out inspections and joint operations with tax authorities and social service providers, though no information is available on how the inspections or joint operations are conducted.(11, 24, 33) The INAC can also receive complaints related to child labor, though it is not clear whether these complaints are investigated by labor inspectors.(24) There is no information available on the number of labor inspectors, inspections performed, or fines levied for child labor infractions during the reporting period.(24)

In 2011, the national budget provided \$135 million to agencies responsible for protecting children and families, though no information is available about how much was dedicated to labor inspection activities.(24) The ILO Committee of Experts has expressed concerns about the remuneration gaps and working conditions among inspection staff.(34) During the reporting period, the ILO continued carrying out a multi-country initiative to strengthen labor inspectorates, including Angola's. As part of this initiative, officials from MAPESS participated in an international seminar on best practices in labor inspections and conducted a study visit in Brazil to learn about labor inspections.(35, 36)

The Courts for Minors enforce child protection legislation, which seeks to protect children from violence, including child labor and prostitution.(37) However, there is no information available about activities to combat child labor carried out by the courts.

The Ministry of the Interior and its agencies, including the National Police, Border Police and Immigration Service, enforce criminal laws related to trafficking.(20) There is no information on law enforcement officials trained in child trafficking or information on investigations and prosecutions of child trafficking during the reporting period.

Government Policies on the Worst Forms of Child Labor

The 11 Commitments for Angolan Children is the main policy document to protect children's rights; it includes the goals of

combating poverty, protecting children from exploitation and providing education to every child.(38, 39) The Government has established the National Strategy to Prevent and Mitigate Violence Against Children to guide its efforts to address violence against children.(32) The Government of Angola adopted a national policy to provide free birth registration for children under age 5 and free identification cards for children up to age 11, which can promote children's enrollment in school and facilitates their access to social services.(32, 40) However, according to the United Nations Committee on the Rights of the Child (CRC), a lack of resources limits the Government's free birth registration policy, and there has not been significant progress on increasing birth registration since 2002.(32, 41)

The Government has not conducted in-depth research on the worst forms of child labor; however, it collected general information on the prevalence of child labor in its 2008 national well-being survey.(42) Findings from this survey were not integrated into any strategies to reduce child labor.

The Government has incorporated access to education into some of its broader development policies. The 2005 Angolan Poverty Reduction Strategy is the main policy document that guides the Government's anti-poverty actions.(43) The Strategy recognizes that a leading cause of poverty is lack of access to basic services, such as education. The Strategy also recognizes that children drop out of school to help their families meet their basic needs.(44) The Government cites the lack of human resources and insufficient schools as the main obstacles to providing education.(44) To improve and expand access to the education system, in 2001, the Government developed the National Education for All Plan, which aims to achieve universal primary education by 2015.(10) However, the CRC and UNICEF have pointed out that education funding is inadequate.(32, 41) Although the Government allocates 30 percent of its budget to social programs, only 5 percent of the total budget is assigned to education.(41) There is no publicly available information suggesting that the Government has researched the impact of education policies on the prevalence of child labor.

In March 2011, Angola and other members of the Community of Portuguese-Speaking Countries approved four target areas where they will focus efforts to combat child labor, which include the exchange of information and experiences, awareness-raising campaigns, the use of statistical methodologies to collect child labor data and technical cooperation and training.(45-47)

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

To implement the 11 Commitments for Angolan Children, the Government previously carried out a public campaign to raise awareness of the commitments among local governments, civil society organizations, and religious and traditional leaders.(48, 49) The Government also worked with local governments to ensure that child-related issues are incorporated into local services.(49, 50) In an effort to achieve the 11 Commitments, the provincial government of Bié distributed school supply kits to children from low-income families during the reporting period.(51)

In 2008, the Government launched the System of Indicators for Angolan Children to track the implementation of the 11 Commitments; however, the CRC has noted that the System has not been fully developed due to a lack of resources.(32)

During the reporting period, the Government of Angola continued to administer ongoing programs that aim to combat child labor. These programs include providing microcredit opportunities to families, a project to help families keep children in school while families migrate with cattle herds and job training programs for youth.(24) The Government also provides free meals for school children.(24) Through the INAC, the Government partners with civil society organizations to assist victims of trafficking through child

protection networks at the local level.(24) Research did not indicate there are any government programs to reach children engaged in hazardous activities in agriculture, street work, domestic service, informal mining, forced labor or cross-border couriership.

During the reporting period, the Government of Angola participated in a 2-year, USDOL-funded \$500,000 project to strengthen the capacity of Lusophone countries in Africa. The project helps countries develop national action plans and promotes cooperation among participating countries, complementing another South-South initiative funded by the Government of Brazil.(52, 53) In addition, the Government of Angola participates in a project funded by the European Union to combat child labor through education in 11 countries, including Angola.(54)

Angola receives support from international donors to improve vulnerable children's access to education. Since 2010, UNICEF, the Nelson Mandela Foundation and the Hamburg Society have run the Schools for Africa Phase II Program, which seeks to benefit 8 million children in 11 African countries. In Angola, Schools for Africa Phase I has benefited 54,000 teachers and 2,430,000 children, and has rebuilt 383 schools.(55) UNICEF works in partnership with the Government to identify and assist undocumented children.(38) The question of whether these programs have had an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Make education compulsory to age 14.	2009, 2010, 2011
	Set a legal minimum age for hazardous work.	2010, 2011
	Ensure that the legal framework fully prohibits hazardous work for children.	2011
	Consider including dangerous work in fishing, mining and street work as hazardous work prohibited to children.	2011
	Formally approve the draft Penal Code and increase penalties and prohibitions related to the trafficking of children, specifically: <ul style="list-style-type: none"> Prohibit all forms of trafficking of children, including for forced labor. Increase penalties for commercial sexual exploitation of children. 	2009, 2010, 2011
	Consider allowing the extradition of Angolan nationals involved in cases of international human trafficking.	2009, 2011
Coordination and Enforcement	Make information publicly available about how labor inspections are conducted, the number of labor inspections performed, and resulting penalties, including child labor infractions.	2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Ensure that complaints related to child labor are investigated by relevant government agencies.	2010, 2011
	Strengthen the labor inspection system, including providing adequate remuneration to inspection staff.	2009, 2010, 2011
	Make information publicly available about the Courts for Minors' activities to enforce child protection legislation, including child labor and child prostitution.	2011
	Make information publicly available about law enforcement officials' training on child trafficking issues, and the number of investigations and prosecutions of child trafficking.	2011
Policies	Use the results of the national well-being survey to consider the targeting of existing policies and social programs to working children.	2009, 2010, 2011
	Conduct research on the worst forms of child labor.	2010, 2011
	Accelerate child birth registration and identification processes to facilitate school enrollment, provide social services to vulnerable children and reduce children's risk of being trafficked.	2010, 2011
	Expand government efforts to provide access to education.	2010, 2011
	Assess the impact that existing policies, such as the National Education for All plan, may have on addressing child labor.	2011
Social Programs	Provide funds to ensure the implementation of the 11 Commitments for Angolan Children and the System of Indicators for Angolan Children monitoring system.	2010, 2011
	Develop and implement programs that target children engaged in agriculture, street work, domestic service, mining and forced labor, including cross-border child couriering.	2010, 2011
	Assess the impact that existing programs—such as the provision of microcredit, assistance to migrant families and youth job training—may have on child labor.	2011

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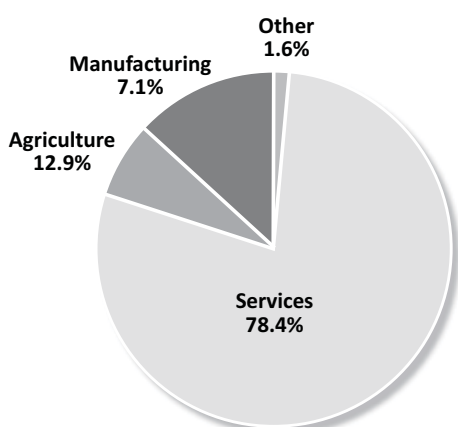
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In 2011, Argentina made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government developed and began implementing a National Plan to Combat Child Labor (2011-2015). The Government also continued to administer social programs for vulnerable and unemployed populations, aimed at improving the employability of caregivers and expanding education opportunities for children. In addition, the Government launched an awareness-raising campaign for companies that form part of the Network of Businesses against Child Labor. However, gaps in legislation remain and programs could be expanded to cover more children working in dangerous activities in agriculture and more sectors, such as the urban informal sector.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	11.0 (366,235)
Attending School	5-14 yrs.	97.2
Combining Work and School	7-14 yrs.	12.3
Primary Completion Rate		106

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from EANNA Survey, 2004.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Argentina engage in the worst forms of child labor, some of them in dangerous activities in the agriculture and urban informal sectors. In rural areas, some children work on farms harvesting blueberries, cotton, garlic, grapes, olives, strawberries, tobacco, tomatoes and yerba mate.(3) Some may handle pesticides without proper protection.(4-10) Although evidence is limited, past reports indicate that the worst forms of child labor are used in the production of flowers, jojoba, lemons, onions, potatoes, raspberries and sugarcane.(10, 11) Children working in the production of sugarcane are exposed to pesticides, smoke inhalation and insect bites, among others.(12, 13) In the agriculture sector, they may work long hours, perform arduous tasks and be exposed to dangerous situations.(9, 12, 14, 15) In urban areas, some children engage in domestic service isolated in private homes, which makes them vulnerable to physical and sexual abuse.(10, 16, 17) They also work in the informal sector as street vendors, taking care of cars and cleaning car windows, recycling trash and begging and

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in the production of bricks.(3, 10, 18) This street work exposes them to severe weather, road accidents and crime.(14, 16, 19) Bolivian children have reportedly been victims of forced labor in the production of garments in Argentina.(20-22)

Children also face commercial sexual exploitation.(18, 23) Paraguayan children have reportedly been trafficked to Argentina for the purpose of sexual exploitation.(24-26) The Government of Argentina and other sources have found that child pornography is a problem.(14) Incidents of child sex tourism have occurred, particularly in Buenos Aires and on the tri-border area with Brazil and Paraguay.(24)

Laws and Regulations on the Worst Forms of Child Labor

Argentina’s Law 26.390 establishes the legal minimum age for employment at age 16.(27) The Law specifically prohibits the employment of children under age 16 in domestic service, and prohibits children ages 16 to 18 from working between the hours of 8 p.m. and 6 a.m.(27) However, work in manufacturing is authorized until 10 p.m., exposing children ages 16 to 18 to the risks involved in night work.(27) Furthermore, Argentina has not adopted a comprehensive list of hazardous work prohibited for children.(28)

	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	18
	Free Public Education	Yes

Argentine Law 26.364 prohibits forced or compulsory labor.(29) Argentine law sets the minimum age for volunteering for the Argentine Armed Forces at age 18, and there is no compulsory recruitment.(30) Law 26.364 prohibits

trafficking in persons both domestically and internationally for the purposes of forced labor or sexual exploitation.(31)

The Penal Code criminalizes facilitating, promoting, or benefitting economically from child prostitution.(32, 33) The Penal Code also prohibits the use of children in pornographic shows and in the production, publication, and distribution of child pornography. However, it does not criminalize the possession of child pornography for personal use.(25, 26, 31) Argentine Law 23.727 prohibits the use of children in illicit activities.(34) Education is compulsory and free until the end of secondary school, at approximately age 18.(35)

Institutional Mechanisms for Coordination and Enforcement

The Government of Argentina has established both national and provincial mechanisms for monitoring child labor issues. The Ministry of Labor chairs the National Commission for the Eradication of Child Labor (CONAETI), which is responsible for national-level coordination on child labor. CONAETI is comprised of representatives from the Ministry of Foreign Affairs, the Ministry of Social Development, the Ministry of the Economy and the Ministry of Education, among others.(36, 37) Provincial governments operate Provincial Commissions for the Prevention and Eradication of Child Labor (COPRETI) in 23 out of the 24 jurisdictions in the country.(36, 38, 39) In addition, the Office for Rescue and Caring of Victims of Trafficking, within the Ministry of Justice and Human Rights, coordinates government efforts to combat trafficking of adults and children.(40)

The national Ministry of Labor and provincial labor ministries are responsible for enforcing child labor laws.(36, 41) During the reporting period, CONAETI trained provincial labor authorities on child labor.(41) Child labor complaints can be registered through the CONAETI Web site.(36) Information was not available on the number of inspectors employed or the total number of inspections carried out, the sectors in which they were carried out, or sanctions imposed as a result.

The Special Unit for the Eradication of Sexual Exploitation of Children and Adolescents within the Ministry of Justice and Human Rights enforces laws against the commercial sexual exploitation of children.(42) The Special Prosecutors’ Office for Investigation of Kidnapping and Trafficking in Persons Crimes coordinates trafficking investigations nationally.(36) A 24-hour hotline is available to report human trafficking and the city of Buenos Aires operates a hotline to report cases of forced labor and labor exploitation.(23) In addition, the National Institute

against Discrimination, Xenophobia and Racism maintains a hotline to report sexual or labor exploitation.(36, 43)

During the reporting period, 77 minors had been rescued as a result of trafficking raids. The Argentine Government reported that victims were provided with services through the Ministry of Social Development.(18)

Government Policies on the Worst Forms of Child Labor

CONAETI is implementing Argentina's National Plan to Combat Child Labor, 2011-2015, which calls for actions to address child labor, including awareness-raising, inter-institutional collaboration, stronger inspection mechanisms, and a national program for the prevention and eradication of child labor in rural and urban settings.(44) To support the plan, the Ministry of Labor has established a Child Labor Monitoring Office, with offices in the provinces, to collect statistics on child labor.(45, 46)

Argentina continued its participation in the MERCOSUR's Southern Child Initiative and the Regional Action Group for the Americas. The Southern Child Initiative aims to defend the rights of children and adolescents in the region by raising awareness about the commercial sexual exploitation of children, by improving country legal frameworks and by exchanging best practices.(47, 48) During the reporting period, MERCOSUR member countries met to exchange good practices on policies to protect children and adolescents.(49) Argentina is a member of the Joint Regional Group for the Americas, which conducts child labor prevention and awareness-raising campaigns in tourism. Other members include Bolivia, Brazil, Chile, Colombia, Ecuador, Peru, Suriname, Uruguay and Venezuela.(50)

The Government of Argentina, along with the General Workers' Confederation and the Argentine Industry Association, has a memorandum of understanding with the ILO to implement its Decent Work Initiative, which includes efforts to prevent and eradicate child labor.(51) During the reporting period, the ILO cooperated with the Government of Argentina to publish a report on the situation of youth and decent work in Argentina. The report indicates that 23.6 percent of Argentinean youth have unsafe employment.(52)

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

During the reporting period, the Government of Argentina undertook a variety of efforts to combat child labor, integrating

the issue into social programs and collaborating with private industry to create corporate social responsibility initiatives. The Ministry of Labor administered the Heads of Household and the Family Plan Programs.(51-52) These programs target vulnerable and unemployed populations, in which the family or household has at least one child under age 18. Through cash transfers and employment training, the programs seek to improve employability of the caregiver while requiring that children remain in school and have access to healthcare.(53-55) Another social program, the Universal Child Allowance Program, provides a monthly cash transfer to unemployed parents and workers in the informal economy contingent on fulfilling health and education requirements for their children. Almost 3.6 million children benefit from the Universal Child Allowance Program.(56-58) However, the impact of this program and other government programs on child labor is unknown.

In 2011, CONAETI launched an awareness-raising campaign on the prevention and eradication of child labor, targeting the 88 companies that form part of the Network of Businesses against Child Labor. This awareness campaign aimed to highlight the topic of child labor in business practices especially in regards to sourcing and their supply chains.(59) Businesses represented include agricultural and agrochemical companies, service industry companies, supermarket chains, pharmaceutical companies and soft drink companies.(59, 60)

During the reporting period, the Network of Businesses against Child Labor's Future Program continued operating Harvest Gardens, which provided ten centers for 1,500 children and adolescents in tobacco-producing zones of Salta and Jujuy.(8, 61) The Child Labor's Future Program has offered educational and recreational activities to 9,000 children since 2004.(62) The Argentine Government worked to expand the Harvest Garden Program to the provinces of Mendoza, Santa Fe and Tucuman during 2011.(18)

In June 2011, the Ministry of Health and the Ministry of Labor signed an agreement which addressed the issue of child labor in the health sector by training health professionals to detect cases of child labor and creating a database to monitor healthcare services provided to children and adolescents at risk.(63) In response to another agreement signed in 2009 with the Ministries of Labor, Health and CONAETI, the Argentinean Society of Pediatrics also developed a manual to train health professionals on child labor issues.(39, 64)

The Government also participated in projects funded by international donors. The Inter-American Development

Argentina

Bank funded a \$225,000 project for the Prevention and Eradication of Child Labor in Migrant Families. The project, which ended during the reporting period, targeted families engaged in garbage scavenging, providing them with services and regularizing their immigration status.(65) The IDB is also funding a \$1.15 million regional project to combat the trafficking and sexual exploitation of children and adolescents in Argentina, Brazil, Paraguay and Uruguay. The project aims

to strengthen local organizations that work in prevention, detection and victim assistance.(66) In addition, the Government continued to participate in a 4-year, \$3 million regional project to eradicate child labor in Latin America, funded by the Government of Spain.(67, 68)

Despite the Government's multiple efforts to combat child labor, current social programs still do not reach many children working in the agriculture and urban informal sectors.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Create a list of hazardous occupations for children.	2009, 2010, 2011
	Prohibit the possession of child pornography.	2009, 2010, 2011
	Expand the prohibition on night work to children ages 16 to 18, who work in manufacturing.	2011
Coordination and Enforcement	Make information publicly available on the number of child labor inspections carried out, the sectors in which they are carried out, and the sanctions imposed as a result.	2009, 2010, 2011
Social Programs	Assess the impact that social programs, especially the cash transfer programs, may have on reducing the worst forms of child labor.	2010, 2011
	Develop programs targeted at child labor in urban informal work.	2009, 2010, 2011

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In 2011, Armenia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government enacted amendments to its Criminal Code to clarify legislation and strengthen punishments for child trafficking and exploitation. Gaps remain, however, in the establishment of a mechanism to coordinate child labor efforts across the government. Likewise, the Juvenile Police and State Labor Inspectors lack training focused on worst forms of child labor and there are gaps in programs to protect children from exploitative labor. Although the extent of the problem is unknown, children continue to engage in the worst forms of child labor in the urban informal sector.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		101.3

Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Although the extent of the problem is unknown, children in Armenia are engaged in the worst forms of child labor in the urban informal sector.(3-5) A 2008 UNICEF report and other sources note that in urban areas, children engage in work activities that include construction, trade, car repair, scavenging for recyclables and other odd jobs. Some children conduct heavy manual work at the risk of long-term harmful health consequences.(4-6) Some children may miss school when working.(4, 5, 7) In addition, children in Armenia are engaged in seasonal agricultural work and may be exposed to dangerous tools and carry heavy loads.(8)

Some girls in Armenia are trafficked both internally and externally for sexual exploitation. Girls are subjected to sex trafficking in the United Arab Emirates. There are reports that boys are subjected to forced labor within the country, some in forced begging.(3, 4, 9, 10)



Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 16. However, children between ages 14 and 16 may work for limited hours if they have an employment agreement with written consent from a parent or legal guardian.(11) Children younger than age 18 are prohibited from engaging in hazardous work.(11) A 2005 governmental decree defines a list of works that qualify as hazardous for children under 18.(12)

Armenia's Constitution prohibits forced labor.(13) The minimum age for compulsory and voluntary recruitment into the military is 18.

The Criminal Code prohibits the trafficking and exploitation of all persons. In 2011, amendments to the Criminal Code clarified legislation and strengthened punishments for the exploitation and trafficking of persons, and for children in particular.(14) The newly enacted Article 132.2 prohibits the trafficking or exploitation of children specifically and strengthens penalties to seven to fifteen years in prison, depending on the aggravating circumstances.(14) Article 165 prohibits involving a minor in criminal activities with expanded penalties. Article 166 now separates the prohibitions against child pornography and prostitution from those against the involvement of minors in criminal and other illicit activities such as vagrancy and begging, and expands and clarifies both areas.(14) Article 168 prohibiting the buying or selling of a child has been replaced with an article that more

	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	15
	Free Public Education	Yes

comprehensively describes the crime and its penalties. The Criminal Code exempts trafficking victims from criminal prosecution for crimes of minor and medium severity committed as a direct result of being trafficked.(10, 14)

The Armenian Constitution guarantees free schooling for all children.(13) Currently, children in Armenia are required to attend school until age 15.(15) This standard makes children between the age of 15 and 16 particularly vulnerable to the worst forms of child labor as they are not required to be in school but are not legally permitted to work either. Inequities in education in Armenia remain as a result of gender, geography and family income and compulsory education is not well enforced.(3, 16, 17)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence of a coordinating mechanism to combat worst forms of child labor.(4) Various agencies in Armenia are involved in child protection and an inter-agency National Committee for Child Protection is in place. During the reporting period, a Parliamentary Working Group on Child Rights was instituted to help the development of a child protection system and contribute to the strengthening of child rights institutions in Armenia.(18) The Government of Armenia's Council to Combat Human Trafficking, headed by the Deputy Prime Minister, works at the ministerial level to coordinate government efforts to combat human trafficking, including that of children. On a lower level an inter-agency Working Group, chaired by the head of the International

Organizations Department at the Foreign Ministry, assumes this coordination responsibility.(19) The two anti-trafficking organizations met regularly throughout the year to share information and make policy decisions.

The Armenian State Labor Inspectorate (SLI), a unit of the Ministry of Labor and Social Affairs (MOLSA), is responsible for enforcing labor laws, including those concerning child labor. The SLI carries out inspections of registered legal entities.(19, 20) During the reporting period, the SLI employed 140 labor inspectors. According to an SLI official, this number is not sufficient to cover the hundreds of thousands of entities in the country and to make proactive investigations to identify exploitative child labor.(19, 20) The SLI does not have a specific mechanism for registering child labor complaints and since its inception in 2005, has not received any complaints of child labor or discovered violations through its regular inspections.(16, 19) During the reporting period, the ILO organized two trainings on forced labor and trafficking in persons for 55 SLI labor inspectors.(4) The SLI inspectors have not received specific training on child exploitation issues, except in the context of child trafficking.(16)

The Juvenile Police, and its regional subdivisions, investigate crimes committed by children and those in which children are involved. The Juvenile Police had about 280 investigators throughout the country.(4) The head of the Juvenile Police stated that the unit's inspectors monitored working children throughout the reporting period to make them aware of risks of exploitation, to ensure they attended school and to keep them from engaging in arduous manual labor.(21)

The Anti-Trafficking Unit of the National Police's Department of Criminal Investigation and the Police Investigatory Department's Unit to address Human Trafficking, Drug Trafficking and Organized Crime are responsible for the investigation and enforcement of criminal laws against child trafficking and the commercial sexual exploitation of children.(4) During the reporting period, the Anti-Trafficking Unit expanded from six to seven field officers and the Unit to address Human Trafficking, Drug Trafficking and Organized Crime had 10 investigators who worked on trafficking as needed.(4) Employees of the police Anti-Trafficking Unit, the Unit to Combat Human Trafficking, Drug Trafficking and Organized Crime and other police officers participated in anti-trafficking courses throughout the year. The head of the Juvenile Police expressed the need for training focused on child labor.(4) The Government implements a National Referral Mechanism to assist victims of trafficking, including children. In addition, a border control information system is in place at the main international airport to help prevent trafficking.(17)

Law enforcement investigated six criminal cases involving minors during the reporting period. The charges included trafficking in persons, forced labor, prostitution, pornography and exploitation of a minor in forced begging.(10, 21) Of these criminal cases, three were sent to court, one partially sent to court, another suspended and the status of one is unknown. Seventeen cases of involving minors in criminal activities were also investigated and included robbery, theft, squandering or embezzlement, hooliganism, illegal turnover of narcotic drugs or psychotropic materials with the purpose of sale and theft of state decorations.(21) In addition, a man was sentenced to 15 years in prison for having sexual relations with underage boys in Armenia to whom he paid thousands of dollars.(22)

Implementing the provisions of the Criminal Procedural Code on victim and witness protection has been difficult due to the lack of an appropriate victim-witness protection mechanism.(9, 10)

Government Policies on the Worst Forms of Child Labor

The National Plan of Action for the Protection of the Rights of the Child (NPA) 2004-2015 includes the elimination of child labor as one of its themes. The NPA targets the worst forms of child labor directly and indirectly through programs to combat child trafficking and sexual exploitation and improvements to the school system.(16, 17) However, there has been no progress on developing or implementing the programs envisioned in the plan.(4)

The Government of Armenia's National Action Plan for Combating Trafficking in Human Beings 2010-2012 addresses trafficking in children.(4) UNICEF has worked with the Government to develop a Country Program for 2010-2015 that includes an enhanced child care system, a continuum of child protection services to identify and respond to violence, exploitation and abuse of children, and to create a comprehensive policy framework for protecting vulnerable children.(23) The impact of these efforts on child labor has not been assessed.

The Government collects information on trafficking in children as part of its reporting on trafficking in persons.(4) However, there is insufficient data on all of the worst forms of child labor in Armenia which hampers the Government's ability to formulate relevant policies and programs.(16)

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

At the end of 2011, the Ministry of Labor and Social Affairs (MOLSA) created two new staffing positions dedicated to anti-

trafficking issues in the Department of Family and Children. The new staff currently assist the lead expert in the Family and Children Department to improve assistance to trafficking victims.(10)

In 2011, the International Organization for Migration (IOM) with the cooperation of the Ministry of Education and Science (MoES) continued to implement a regional project "Secondary School Education to Contribute to the Prevention of Trafficking in Persons in Armenia, Azerbaijan and Georgia". The project aimed to introduce a topic on counter-trafficking including child exploitation topics to the school curriculum. This year approximately 2,000 teachers from Yerevan and regions were trained on trafficking, as well as 200 faculty members of vocational schools and colleges.(8)

A Public Service Announcement (PSA) produced by an Armenia NGO was utilized throughout 2011 for training purposes. The PSA focuses on vulnerabilities related to child trafficking for forced labor, and the resulting hazards and criminal penalties.(24)

Armenia has participated in several donor-funded anti-poverty initiatives to help the most vulnerable populations. The United Nations Development Assistance Framework (UNDAF) plan for Armenia (2010-2015) has a strong focus on developing vocational training and technical assistance programs targeted at the most vulnerable youth.(25) The Government is working with USAID to improve the well-being of the most vulnerable children by building the human resource and institutional capacity of the child protection system. The Stakeholders Acting Together for Strengthened Child Protection in Armenia is a three year project with a combined budget of \$2.5 million. Government work with USAID also includes a program focused on pension and labor market reform aimed to help individuals, households and communities manage social risks and needs.(26) The impact of these efforts on child labor has not been assessed.

The Children Support Center Foundation offers child protection services and maintains a hotline for children in crisis.(27) The non-profits Hope and Help and United Methodist Committee on Relief (UMCOR) run helplines for victims of trafficking.(10, 19) The Government planned in 2005 that by 2015 it would create 25 day care centers to offer children alternative activities to work. To date, only two centers exist, one in the Shirak region and one in Yerevan.(28)

Research found no evidence of any programs specifically for assisting children engaged in agriculture or urban informal work in the country.(4)

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

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Establish a mechanism to coordinate child labor efforts across the government.	2009, 2010, 2011
	Fully enforce the compulsory education requirement.	2011
	Increase the number of labor inspectors and train them on child labor issues.	2009, 2010, 2011
	Provide police and other law enforcement officials who investigate and prosecute trafficking and sexual exploitation of children with child labor specific training.	2009, 2010, 2011
	Implement an adequate victim-witness protection mechanism for criminal proceedings.	2011
Policies	Develop and implement programs to prevent and eliminate the worst forms of child labor as intended under the National Plan of Action for the Protection of the Rights of the Child 2004-2015.	2009, 2010, 2011
	Address the gender, geographic and economic barriers that prohibit some children from accessing education.	2010, 2011
	Collect data on children engaged in the worst forms of child labor in Armenia.	2009, 2010, 2011
	Develop policies to combat the worst forms of child labor in agriculture and the urban informal sector and prevent children from working in hard manual labor.	2010, 2011
	Assess the impact of the Armenia Country Program's enhanced child care system, continuum of child protection services, and comprehensive policy framework for protecting vulnerable children on the worst forms of child labor in the country.	2011
Social Programs	Create programs to specifically address the needs of children in the worst forms of child labor, such as children engaged in the agricultural and urban informal sectors.	2009, 2010, 2011
	Assess the impact of the UNDAF focus on developing vocational training and technical assistance programs on the worst forms of child labor in the country.	2011
Social Programs	Assess the impact of the USAID's efforts build capacity in the child protection system, and to improve social safety nets on the worst forms of child labor in the country.	2011
	Develop additional day care centers to provide alternative activities for working children.	2011

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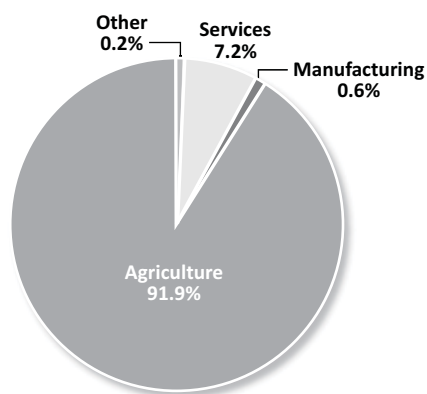
Azerbaijan

In 2011, Azerbaijan made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the President of Azerbaijan signed a new National Action Plan on the Protection of Human Rights. This Plan calls for revisions to the Criminal Code to ensure compatibility with international standards on preventing the sexual exploitation of children and to strengthen efforts to fulfill ILO child labor conventions. In 2011, the Government also released a plan assigning responsibilities for the implementation the 2009-2013 National Action Plan for Combating Human Trafficking, which included provisions to assist homeless and other children at the greatest risk for trafficking. However, the Government has not established a coordinating and monitoring mechanism specifically focused on combating the worst forms of child labor, and research found limited evidence of government programs to address child labor in sectors where it does exist. Children in Azerbaijan are still found in the worst forms of child labor in dangerous work in the agriculture sector and street work.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	4.5 (70,034)
Attending School	5-14 yrs.	94.3
Combining Work and School	7-14 yrs.	4.9
Primary Completion Rate		89.5

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from CLS (SIMPOC) Survey, 2005.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Azerbaijan are found in the worst forms of child labor in dangerous work in the agriculture sector and street work.(3-14) Children work in the agriculture sector, including in cotton, tea and tobacco production—although reports suggest that the number of child laborers in cotton, tea and tobacco has considerably declined in the past decade.(3, 6, 7, 10, 11, 13, 15-19) Children working in agriculture may work long hours, in extreme temperatures and with dangerous tools and pesticides. They also carry heavy loads and risk injury, illnesses, animal attacks and insect bites.(7, 10, 11, 14, 17)

In urban centers, children are involved in domestic work, commercial sexual exploitation, and street work such as begging, washing cars and street vending.(3, 5, 6, 8, 12, 18, 20, 21) Street children work long hours and may be exposed to extreme temperatures, violence, drug use, humiliation and abuse. They are also vulnerable to prostitution and trafficking.(3, 6, 12, 18, 21, 22)

Azerbaijan is a source, transit and destination country for children trafficked for forced labor and prostitution internationally. Children are also trafficked internally for prostitution and forced labor, including forced begging.(3, 18, 21, 23, 24)

Laws and Regulations on the Worst Forms of Child Labor

Article 249 of the Labor Code prohibits the employment of children under age 15.(25) Articles 98 and 250-254 of the Labor Code prohibit children under age 18 from working in hazardous conditions, and identify specific work and industries

barred to children.(25) They include working with narcotics and toxic substances, underground, at night, in mines, and in night clubs, bars, casinos or other businesses that serve alcohol.(25, 26) Azerbaijan has a hazardous work list of over 2,000 occupations, approved by Decision 58 of the Cabinet of Ministers in 2000.(27, 28) Article 91 of the Labor Code prohibits children under age 16 from working more than 24 hours per week. Children ages 16 and 17 may not work more than 36 hours per week.(25, 26)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	17
	Free Public Education	Yes

The Labor Code only covers workers with written employment contracts, and protections may therefore exclude children working without a written employment agreement, in contravention of ILO Convention 138.(25, 27)

The Law of the Republic of Azerbaijan on the Rights of the Child (Article 28) ensures the social protection of children from various kinds of exploitation and hazardous labor. It states that all the social, legal, economic, medical and educational means available should be used for this purpose.(20)

Article 35 of the Constitution prohibits forced labor but provides for exceptions for armed service and during states of emergency and martial law, as well as in the execution of a court's decision under the supervision of a government agency.(29, 30) Article 106 of the Criminal Code prohibits slavery and provides stricter minimum penalties for cases of slavery or human trafficking when children are involved.(31)

Article 171 of the Criminal Code establishes penalties for involving a child in prostitution. Articles 243 and 244,

respectively, prohibit the coercion of a person into prostitution and the maintenance of a brothel.(31)

Article 242 of the Criminal Code prohibits the creation of pornography with the intent to distribute or advertise.(31) The creation of child pornography is not specifically addressed in the Criminal Code, nor is the use, procurement or offering of a child under age 18 for the production of pornography.(24, 31, 32) Article 171 of the Criminal Code does, however, prohibit involving minors in prostitution or other “immoral actions,” which may include the creation of child pornography.(31)

Azerbaijan has a law specifically prohibiting trafficking in persons, which establishes prevention and protection mechanisms, including special measures for children under age 18.(33) In addition, Article 173 of the Criminal Code establishes penalties for the sale or purchase of a child.(31)

Articles 5 and 19 of the Education Law of Azerbaijan state that general education is compulsory, free and universal from age 6.(34) Although there are conflicting reports, education appears to be compulsory to age 17.(18, 28, 34, 35) However, evidence suggests that families with limited resources sometimes prioritize education for male children and keep girls home working in household chores. Some poor families force their children to work or beg rather than attend school.(8, 18)

According to Articles 3 and 10 of the Law on Military Obligation and Military Service, adopted in December 2011, male citizens are required to perform active military service at age 18, while children age 17 are eligible to receive military training.(28, 36-39)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence of a mechanism for coordinating government efforts to specifically combat the worst forms of child labor.(3, 11) The Ministry of Labor and Social Protection, the Ministry of Internal Affairs, and the State Committee on Families, Children and Women's Issues, all work separately in their individual areas of expertise, namely, enforcing workplace standards, prosecuting illicit activities and trafficking and protecting children's rights.(5, 11)

The State Labor Inspectorate within the Ministry of Labor and Social Protection is responsible for enforcing the country's child labor laws.(26) The Ministry reports that it employs 230 labor inspectors.(5) The Ministry does conduct unannounced inspections, but those inspections are not planned or tracked.(9)

In 2011, the Ministry of Labor Inspectorate examined 6,457 enterprises, offices and institutions.(40) Of the 14,896 labor violations reported, seven were child labor violations; of these, two cases were in the industrial sector, three in trade, one in hospitality and one undefined. No penalties were imposed for the child labor violations.(37) In 2010, inspectors examined 3,201 enterprises, offices and institutions and found 23 cases of child labor violations, but no penalties were imposed.(41) In 2009, inspectors found 62 cases of violations involving the employment of children between ages 15 and 18, but no instances of children employed under age 15; it is not clear whether penalties were imposed.(26) More information on violations reported is not publicly available.(9) The reasons for the lack of penalties are not known. As of 2009, over 81,000 businesses had been officially registered in Azerbaijan.(42, 43) Less than 4 percent of the formal sector may have been inspected in 2010; whether these inspections were targeted toward sectors in which children commonly work is unknown. In 2010, the Ministry improved labor inspection quality by providing multiple training and consultation opportunities to its staff with international organizations like the World Bank.(15)

The National Referral Mechanism for Trafficking in Persons is the body that coordinates government efforts to address trafficking in persons, including trafficking in children. It coordinates 15 government ministries and committees, and is led by a National Coordinator at the Deputy-Minister within the Ministry of Internal Affairs (MIA).(16, 33, 44) MIA is responsible for enforcing trafficking laws and investigating trafficking violations. The Government initiated an effort to provide documentation and citizenship rights to vulnerable children, though due to the newness of the program, the impact in 2011 was limited. MIA sought NGO assistance in the documentation of children without birth registrations, a group that is vulnerable to trafficking. In 2011, 16 children received documentation.(8, 18, 21, 33, 37, 45) According to the MIA's Anti-Trafficking Department, in 2011, 29 victims of trafficking were identified, 28 women and 1 child.(21, 44) The single case of child trafficking was investigated and prosecuted, and in December 2011 the perpetrators received 4 to 10 years of imprisonment.(46)

Government Policies on the Worst Forms of Child Labor

In May 2011, the Government adopted a national program to implement the 2009-2013 National Action Plan for Combating Human Trafficking. The program aims to improve the coordination of activities, the effectiveness of the prosecution of perpetrators and the protection and rehabilitation of victims

of trafficking by identifying the parties responsible for each objective of the 2009 National Action Plan.(47, 48) The 2009 National Action Plan targets the underlying social problems that contribute to trafficking.(45, 48)

In addition, the President signed a new National Action Plan on the Protection of Human Rights in December 2011.(28, 49) Sections 1.2.5 and 2.17 seek to ensure that the Criminal Code is compatible with international standards on preventing the sexual exploitation of children, and strengthening efforts to fulfill ILO child labor conventions, respectively. The plan also addresses human trafficking and calls for rehabilitation centers for victims.(49)

The United Nations Development Assistance Framework (UNDAF) (2011-2015) includes efforts to improve identification, referral and legal support services for victims of trafficking, as well as building the capacity of judiciary and law enforcement personnel. However, unlike the previous UNDAF, it does not address other worst forms of child labor.(50, 51)

The Poverty Reduction Strategy (PRS), adopted in September 2008, includes efforts to improve social protection for the most vulnerable populations, including child laborers.(52) Research has not determined whether these actions have been implemented, but the Strategy calls for researching, preparing and implementing a national action plan on child labor. The Strategy also calls for developing a national action plan on abandoned and street children.(52) The Government does not appear to have developed a national action plan on child labor. In addition, the PRS includes a plan to improve efforts to make schools better and more accessible, and to decrease educational costs, for example, with free textbooks and hot meals for children.(52) The impact of these efforts on reducing the worst forms of child labor is unknown.

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

Research has found limited evidence of government funding for programs to specifically address child labor in agriculture or other sectors where child labor exists. Programs to prevent the worst forms of child labor primarily address human trafficking. Government authorities have undertaken a number of programs, sometimes in cooperation with international organizations or NGOs, under the auspices of the National Action Plan on Combating Human Trafficking. These programs aim to prevent trafficking, and to protect and assist victims through public awareness campaigns and the provision of shelter and psychological and employment assistance for

trafficking victims.(3, 23, 53) For example, the Government established a hotline and the Center of Assistance for Victims of Human Trafficking, which provide medical, psychological and social rehabilitation, and reintegration assistance to victims of trafficking.(23, 41)

A 2010 World Bank survey has provided information on the reach of the Government’s social assistance programs.(54) It found that the Government provided some form of social assistance to 63.2 percent of the population and 81.2 percent of the poor in 2008, and that without this social assistance, the instance of poverty in Azerbaijan would have increased by an estimated 60 percent. These social transfers provide almost half (45 percent) of the income of the poorest 20 percent of the population.(54) Social assistance spending is predominantly comprised of pensions (75 percent), but also

includes unemployment support and transfers to families with children, as well as the means-tested Targeted Social Assistance (TSA) Program, which provides cash transfers to low-income families.(54)

The TSA Program, which has replaced three previously-existing benefits targeted at households with children, is more effective than pension benefits in reducing poverty, according to the World Bank analysis.(54) The Program reached around 9.2 percent of the population in 2009, but only about 12.4 percent of the poor (10 percent of the extreme poor) due to resource constraints according to this same analysis. The TSA Program may therefore have limited impacts.(54) The question of whether these social assistance programs have an impact on the worst forms of child labor does not appear to have been addressed.(54-56)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Code to ensure protections are afforded to children working without written employment contracts.	2011
	Specifically address the creation of child pornography in the Criminal Code, including the use, procurement or offering of a child under age 18 for the production of pornography, regardless of intent to distribute.	2011
Coordination and Enforcement	Establish coordinating and monitoring mechanisms to combat the worst forms of child labor.	2009, 2010
	Implement a system to track and monitor labor inspections, including unannounced inspections.	2011
	Report whether and how investigations are targeted at sectors with child labor.	2011
Policies	Formulate and make public the plans for the implementation of the new child labor provisions in the National Action Plan on the Protection of Human Rights.	2011
Social Programs	Target programs specifically to children in the worst forms of child labor, such as agriculture, and their families.	2009, 2010, 2011
	Assess the impact that social protection programs may have on child labor to determine whether expansion of the program may significantly impact child labor in agriculture and forced child labor in prostitution and begging.	2011

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Bahrain

In 2011, Bahrain made a minimal advancement in efforts to eliminate the worst forms of child labor. In March 2012, Bahrain ratified ILO Convention 138 concerning the minimum age for admission to employment. Although the worst forms of child labor do not appear widespread, the country has yet to address remaining gaps in the legal framework regarding hazardous work and domestic service that place children at risk of exploitative work. The current minimum age for hazardous work is below the age recommended in international standards. In addition, the Labor Law explicitly exempts domestic servants from all provisions in the law, and the ILO Committee of Experts has noted that this exemption may leave such workers unprotected from labor abuses.

Statistics on Working Children and Education

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

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Although there is no evidence to suggest that the problem is widespread, some children in Bahrain are engaged in the worst forms of child labor.(3, 4) Children are engaged in domestic service in Bahrain, some as a result of trafficking.(3-5) Children employed as domestics may work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(6) Children are also victims of commercial sexual exploitation, in some cases through trafficking.(5, 7, 8) Cases have been recorded of trafficking of children from Bangladesh and India.(7, 9, 10) Limited evidence suggests that children are sometimes involved in begging on the streets.(11) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(12)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Law sets the minimum age for work at age 14 and the minimum age for hazardous work at age 16.(13, 14)



Children ages 14 to 16 must obtain authorization to work from the Ministry of Labor (MOL) and must complete a medical examination prior to employment.(13) The Government has stated that, in practice, work permits are only issued for children under age 15 in cases of apprenticeships and for work during summer holidays.(11) In addition, all workers must be registered with the Social Insurance Organization, which does not accept registration for children under age 18. This requirement is reported to encourage a minimum age for work of 18 in practice.(15) In March 2012, Bahrain ratified ILO Convention 138 concerning the minimum age for admission to employment.(8)

The requirements to obtain medical examination and authorization from MOL prior to work are waived for minors ages 14 to 16 working in enterprises that only employ family members.(13) The Government reports that work by children on family farms is almost nonexistent.(11) The lack of preauthorization requirements for children working with their families may expose children working in other types of family businesses to hazardous situations.

	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	14
	Minimum Age for Hazardous Work	16
	Compulsory Education Age	15
	Free Public Education	Yes

The Labor Law prohibits night work and places restrictions on hours of work that minors may perform.(13) Ministerial Order No. 6 outlines a list of 25 types of hazardous work that minors under age 16 are prohibited from performing.(14) The Government has considered changes to the Labor Law to increase the minimum age for hazardous work to age 18.(14, 16) However, the current legal minimum age for hazardous work may be under the age recommended in international standards.(14)

The Government has issued Ministerial Orders requiring employers to maintain employment contracts with any domestic workers.(17, 18) However, the Labor Law explicitly exempts domestic servants from all provisions in the law, and the ILO Committee of Experts has noted that this exemption may leave such workers unprotected from labor abuses.(13, 14, 19) In addition, unlike other classes of migrant workers, migrant domestic servants continue to be required to obtain the permission of the employer that sponsored their travel to Bahrain to change employers.(20) This requirement increases domestic servants' vulnerability to forced labor.

The Vagrancy Act of 2007 prohibits adults from inciting children to beg.(11) The Constitution prohibits forced labor except in very specific cases such as national emergencies.(21) The minimum age for military service is age 18.(22) The 2008 Law to Combat Trafficking in Persons prohibits all forms of trafficking for the purposes of prostitution or any other forms of commercial sexual exploitation, forced labor or slavery.(19, 23) The Penal Code prohibits inciting a

child to engage in "immorality," which has been interpreted to cover pornography.(24, 25) It also prohibits both adult and child prostitution, including operating a brothel or using the services of a child prostitute.(24) The Code further states that any person who relies on prostitution or immorality for his or her livelihood will be punished with imprisonment. While penalizing adults who profit from child prostitution and pornography, this prohibition, in theory, may enable prosecution of children for involvement in such activities.(24, 25)

The Constitution mandates free and compulsory basic education.(21) Education is compulsory to age 15 and free to grade 12.(11, 16) The Government may impose fines in cases of truancy.(11, 26)

Institutional Mechanisms for Coordination and Enforcement

The Government of Bahrain has a National Committee on Childhood to protect children's rights under the authority of the newly renamed Ministry of Human Rights and Social Development (MOHRSD, formerly the Ministry of Social Development). The Committee was restructured in 2007 and serves to promote the educational, social, cultural, and psychological development of children.(11) However, research found no evidence of a government agency or other body tasked with coordinating government efforts to combat child labor specifically.(11) Nevertheless, the Government has established agencies to address trafficking. The Ministry of Foreign Affairs heads a committee to coordinate trafficking policies.(27)

The MOL and the Labor Market Regulatory Authority have responsibilities for enforcing child labor laws. These agencies have systems in place for sharing information on child labor cases, including referring cases to the judiciary when warranted.(8) MOL inspectors enforce child labor laws.(5) Some inspectors from the Labor Market Regulatory Authority also perform inspections, particularly concerning foreigners' work permits and working situations.(22) There are 43 MOL labor inspectors who investigate violations of the labor laws, including child labor.(5, 22) Labor inspectors have been trained on international child labor standards by the ILO.(8) Though these investigation and enforcement mechanisms exist, no information is available on inspections to enforce child labor laws during the period.(8)

The Ministry of the Interior is the lead agency responsible for enforcing criminal laws against the worst forms of child labor, such as those against trafficking and commercial sexual exploitation of children. The Ministry coordinates actions with

the MOHRSD and the Public Prosecutor, as needed.(8) These agencies have processes in place for sharing information on such cases. The Ministry of the Interior’s Criminal Investigation Directorate oversees a 12-person unit that investigates potential cases of trafficking and commercial sexual exploitation.(8) Although the Government conducted investigations into cases of prostitution during the reporting period, no information is available on the number of investigations or convictions involving minors in commercial sexual exploitation or trafficking during the reporting period.(8)

Government Policies on the Worst Forms of Child Labor

The Government has stated that the worst forms of child labor are not a significant problem in the country and, therefore, it has not allocated resources to develop a national action plan to combat child labor.(22, 28) The Labor Market Regulatory Authority has conducted research on migrant workers in the country.(19) Some migrant workers are involved in domestic service, and domestic servants are particularly vulnerable to labor abuses due to gaps in the legal framework.(5) There is no evidence, however, that the Government has conducted or participated in specific research to determine to what extent children are engaged in the worst forms of child labor.(8)

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

The Government funds an NGO-run shelter, Dar Al Aman, which provides services for victims of trafficking, labor exploitation and commercial sexual exploitation, including children.(25, 27) The shelter provides legal, medical and psychological services.(27) The Government also supports the Bahrain Child Protection Center, which provides treatment and counseling to victims of sexual exploitation. Under the Vagrancy Act, the MOHRSD established the Social Welfare Dignity Home, which provides services to homeless persons and beggars, including children.(11) In 2011, the MOHRSD launched a toll-free hotline to report suspected child labor cases.(8)

The Government participates in a USDOS-funded program to combat trafficking that aims to build the capacity of government and other officials.(29, 30) The MOHRSD also supports a mobile library for children.(25) The impact of such a program on the worst forms of child labor does not appear to have been assessed. Furthermore, despite the programs described here, research found no evidence of outreach programs specifically aimed at protecting the rights of children involved in domestic service.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact revisions to the Labor Law to increase the minimum age for hazardous work to age 18 and ensure that these provisions apply to children in family businesses and domestic service.	2009, 2010, 2011
	Adopt legislation to provide protections for children engaged in domestic service, including abolishing requirements that migrant domestic workers have their employer’s permission to change jobs.	2010, 2011
	Amend the Penal Code to ensure that children exploited in prostitution and pornography are not treated as criminals.	2010, 2011
Coordination and Enforcement	Establish a mechanism to coordinate government efforts to combat child labor.	2009, 2011
	Make data on child labor law enforcement publicly available.	2009, 2011
Policies	Conduct research to determine the scope of children’s involvement in the worst forms of child labor in Bahrain.	2010, 2011
	Develop a national plan of action to address the worst forms of child labor in domestic service, commercial sexual exploitation and begging.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Assess the impact that the mobile library program has on the worst forms of child labor in Bahrain.	2010, 2011
	Develop outreach programs to protect the rights of children involved in domestic service.	2010, 2011

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Bangladesh

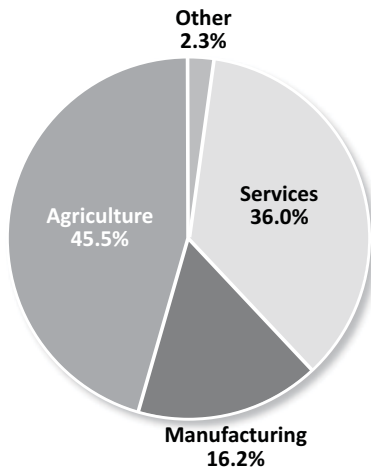
In 2011, Bangladesh made a moderate advancement in efforts to eliminate the worst forms of child labor. Bangladesh passed the Human Trafficking Deterrence and Suppression Act 2012 which makes trafficking (including labor trafficking) a capital offense, developed and fully funded a Child Labor Monitoring Information System to manage child labor related data and began implementation of a \$9 million child labor project. However, legal protections regarding child labor are limited and the capacity to enforce child labor laws remains weak. Bangladesh maintains a low compulsory education age. Children in Bangladesh are engaged in the worst forms of child labor, primarily in dangerous activities in agriculture and domestic service.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	10.1 (3,717,540)
Attending School	5-14 yrs.	81.2
Combining Work and School	7-14 yrs.	6.8
Primary Completion Rate		Unavailable

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis from LFS Survey, 2005-2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Bangladesh are engaged in the worst forms of child labor, primarily in dangerous activities in agriculture and domestic service.(3-6) Children working in agriculture perform a variety of tasks and may be exposed to risks such as dangerous machinery and tools, harmful pesticides and heavy loads.(4, 7)

Children, mostly girls, work as domestic servants in private households in Bangladesh. Some child domestics work in exploitative conditions and are vulnerable to abuse, including sexual abuse.(3, 5, 8)

Children engage in dangerous work that includes welding, carpentry, rickshaw pulling and automobile repair.(5) Children work in poultry farming and in drying fish, which exposes them to harmful chemicals, dangerous machines that can cut off their fingers, and long hours of work in the hot sun.(5, 9-11)

Children are also involved in the production of salt, soap, matches, bricks, cigarettes, footwear, steel furniture, glass, jute, leather and textiles.(3, 5, 11) While producing these goods, often in small workshops or homes, they face dangers that may include working with hazardous chemicals and sharp objects in cramped conditions with low lighting for long hours. Children collect and process shrimp, which has led to

back injuries, repetitive strain, muscle inflammation, diarrhea and infections.(12, 13) Children also work dismantling large ships into smaller pieces. Children lack the physical strength necessary for ship breaking and risk exposure to hazardous chemicals.(14, 15)

Children are also found working on the streets, garbage picking, vending, begging and portering.(3, 5, 16, 17) They may face multiple dangers including severe weather, vehicle accidents and criminal elements. Children working in hotels and restaurants face long working hours and potential abuse.(5)

Forced child labor occurs in Bangladesh. Children perform forced or indentured labor in drying fish.(10)

Bangladeshi children are also exploited in the commercial sex industry; some are trafficked internally and to India for sexual exploitation.(18) Boys and girls, often those living on the streets, are exploited in illicit activities, including smuggling and trading arms and drugs.(5, 19, 20)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code establishes the minimum age for work at age 14 and the minimum age for hazardous work at age 18.(21) The Labor Code allows certain exceptions, permitting children ages 12 to 13 to perform light work, but it restricts the kinds of work they can do. It also limits the hours children ages 14 to 18 can work.(21) However, the Labor Code excludes many sectors of the economy in which children work including work on small farms, domestic service and home-based work.(21) In 2011, a tripartite consultative committee consisting of the Government, employers and workers, approved a list of hazardous work prohibited for children.(22) The list contains 36 occupations such as ship breaking, leather manufacturing, construction and work in automobile workshops. The list is now waiting for an official notification from the Government.(23)

The Labor Code prohibits parents or guardians from pledging their children's work in exchange for a payment or benefit and the Penal Code prohibits forced labor.(20, 21) Those who violate the law are subject to penalties, which include imprisonment.(5, 20, 21)

The Women and Children's Repression Prevention Act of 2000 (amended in 2003) criminalized the trafficking of children and established strict penalties and fines for violators, but failed to include such penalties for labor trafficking.(20) In February

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	10
	Free Public Education	Yes

2012, the Parliament approved a new national anti-trafficking law, the Human Trafficking Deterrence and Suppression Act 2012, which expands the definition of trafficking to include labor trafficking, covers men and boys and makes trafficking a capital offense with a maximum sentence of the death penalty.(22, 24) The Penal Code and the Suppression of Immoral Traffic Act of 1933 criminalizes the prostitution of girls under age 18.(25)

Bangladesh has only voluntary, not compulsory military service. While there is no legislation establishing a minimum age for voluntary military recruitment, each branch has designated their own minimum age with the Air Force setting the youngest age 16.(26) However, the Government reported that, in practice, the minimum age to serve in combat is age 18.(26) The lack of a legally binding minimum age for both joining the military and engaging in combat leaves children vulnerable to potential exploitation.

While the law establishes that education is free and compulsory in Bangladesh, children are not required to attend school after age 10. Although education is free, in practice, the costs of teacher fees, books and uniforms are prohibitive for many families; therefore, children are not sent to school.(5) Additionally, permitting children to stop attending school at age 10, when they are too young to work legally, makes children particularly vulnerable to the worst forms of child labor.

Institutional Mechanisms for Coordination and Enforcement

The Government of Bangladesh has established a Child Labor Unit (CLU) in the Ministry of Labor and Employment (MOLE) to monitor, coordinate and supervise child labor programs.(5, 27) In 2011, the Child Labor Unit developed a Child Labor Monitoring Information System (CLMIS) to manage child labor-related data collected by different ministries. During the reporting period, the CLU developed a Web site on which the CLMIS will be publicly available.(22, 28)

An inter-ministerial anti-trafficking committee oversees national efforts to combat human trafficking. This committee, chaired by the Ministry of Home Affairs (MOHA), monitors trafficking issues.(20)

The Office of the Chief Inspectorate of the Department of Factories and Establishments under MOLE is responsible for enforcing labor laws, including child labor provisions. In 2011, the Government reported an increase in the number of labor inspectors to approximately 157 from 50 in 2010.(28) The inspectors work from 31 offices across the country and each one conducts from 5 to 100 monthly inspections.(29) In addition, there are five special inspection teams that monitor labor violations in the shrimp sector.(27) Government officials reported that inspections revealed 18 child labor violations during the reporting period.(28) The Government indicated that its 157 inspectors are not sufficient to effectively identify all cases of child labor.(28)

The city of Dhaka has 42 community-based workplace surveillance groups (CWSGs) that monitor workplaces in four zones to ensure hazardous child labor does not exist in these communities.(30) The CWSGs comprise community volunteers and are responsible for reporting any child labor violations in the formal and informal sectors to the appropriate government authority. This type of monitoring system exists only in the city of Dhaka, and thus does not address child labor violations in other areas of the country.(30)

MOHA is the lead agency designated to enforce the country's forced labor and anti-trafficking laws.(17) It maintains an anti-trafficking police unit and provides trafficking training to police officers and other public officials.(17, 29) MOHA also maintains a special anti-trafficking of humans unit in Dhaka that comprises 12 police officers charged with investigating all forms of trafficking.(17) From January to March 2011, MOHA rescued 19 child victims from trafficking situations.(28)

Government Policies on the Worst Forms of Child Labor

The National Child Labor Eradication Policy is the policy framework for the elimination of the worst forms of child labor.(31) The policy serves as a guiding instrument for the formulation of future laws and policies regarding child labor. In 2011, the National Child Labor Welfare Council was formed as part of this policy to monitor the child labor situation at a national level in conjunction with the Child Labor Unit, the entity responsible for monitoring child labor elimination programs.(28, 31) As of 2012, this Council had not met.(22) In 2011, the Supreme Court ordered the Welfare Council to monitor the conditions of child domestic workers and to ensure that no child under age 12 is employed as a domestic worker.(32) In 2011, MOLE drafted a National Plan of Action (NPA) that lays out a strategy to implement the National Child Labor Elimination Policy. The NPA is scheduled to be finalized in 2012.(33) Until the NPA is finalized and approved by the Government, the National Child Labor Eradication Policy lacks resources and a strategy for implementation.

In 2011, the Government incorporated child labor into numerous important policy and planning documents, including the Bangladesh Sixth Five Year Plan (2011-2015), the National Education Policy (2010) and the National Policy for Children 2011.(22) The Government's PRSP also contains a strategic goal to protect child laborers and eliminate the worst forms of child labor.(34) The 3-year, 2009 PRSP seeks to accomplish this through raising awareness of child labor, drafting minimum wage and other protective standards, creating a child-friendly code of conduct for employers and improving educational opportunities for working children.(34) Trafficking in persons is also mentioned as an ancillary item in a number of government policies including the PRSP.(34)

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

UNICEF continued to collaborate closely with the Government in implementing the second phase of a project that establishes education centers to provide non-formal education and livelihood skills to more than 350,000 working children and adolescents.(17, 35) The Government is also providing funding for the third phase of a \$9 million project that aims to withdraw 50,000 child laborers from hazardous work through non-formal education and skills-development programs.(22, 27)

The Government of Bangladesh participated in a \$10 million project funded by the Government of the Netherlands that aims to prevent and eliminate the worst forms of child labor in the Dhaka informal economy. The Government of Bangladesh also participated in a project funded by the European Commission that provides children of legal working age and working in hazardous jobs with technical and vocational skills training to transition them into safer work opportunities.(27, 36) Additionally, the Government participated in a USDOL-funded project to conduct a national child labor survey.(37) The Government lacks targeted social programs for child laborers in rural areas, specifically in agriculture.(27)

To combat child trafficking, the Government participated in a USAID-funded project that builds the capacity of the police to identify and prosecute traffickers, expand public awareness on trafficking and provide services to trafficking victims.(38) Additionally, the Government supported nine shelters for

women and children who have experienced violence, including trafficking, and is participating in a child helpline service funded by the Danish International Development Agency.(20, 39)

The Government spends over 15 percent of its total public expenditures on 84 social safety net programs that serve the poor.(40, 41) The Employment Generation Program for the Poorest, Bangladesh's largest social safety net program, provides short-term employment for the rural poor.(42, 43) The Vulnerable Group Development (VGD) Program is Bangladesh's other large social safety net program. During the reporting period, this program assisted more than 750,000 vulnerable families by providing them with food assistance and training in an alternative livelihood.(44, 45) In 2011, the Government initiated a pilot project to study the feasibility of creating a national population database with the intention of improving access to these social safety net programs.(46) The question of whether these programs, or other social safety net programs, has an impact on child labor has not been studied.(28)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Raise the compulsory education age to 14, in line with the established minimum age for work.	2009, 2010, 2011
	Amend the Labor Code to protect the large numbers of children working in small-scale agriculture, domestic service, family enterprises and home-based work.	2009, 2010, 2011
	Amend the Labor Code to comply with international standards on the minimum age for military service.	2011
Coordination and Enforcement	Increase the number of labor inspectors to better enforce child labor laws and protect against exploitative child labor.	2009, 2010, 2011
	Expand the community-based workplace surveillance groups' model to cover locations of high incidence of child labor outside of Dhaka.	2010, 2011
Policies	Finalize and approve the NPA for implementation of the National Child Labor Elimination Policy.	2011
	Operationalize the National Child Labor Welfare Council.	2011
Social Programs	Assess the impact that existing social safety net programs may have on reducing child labor.	2010, 2011
	Expand current social programs targeting child laborers to include children working in agriculture.	2011

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Barbados

In 2011, Barbados made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government passed the Transnational Organized Crime (Prevention and Control) Act, which prohibits the trafficking of children and enforces the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons. However, remaining gaps in the legislative framework leave some children without adequate protection against all forms of exploitative work. For example, Barbados lacks a list of hazardous occupations for children. Although Barbados does not appear to have a widespread child labor problem, some children are victims of commercial sexual exploitation and drug trafficking.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		101.2

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Although Barbados does not appear to have a widespread child labor problem, some children may be engaged in the worst forms of child labor, namely drug trafficking and as victims of commercial sexual exploitation.(3-5)

Laws and Regulations on the Worst Forms of Child Labor

The Employment (Miscellaneous Provisions) Act sets the minimum age for employment at age 16 for certain sectors including mines, quarries, manufacturing, construction and demolition work. Other sectors, particularly agriculture, are not covered.(6)

The Employment (Miscellaneous Provisions) Act also prohibits children under age 18 from engaging in any work likely to harm their safety, health or morals. The Act does not specify the types of work this prohibition refers to and research found no indications of such a list elsewhere in the country's laws or regulations. While some reports suggest that the Ministry of



Labor (MOL) adopted a hazardous work list, research found no evidence of such a list being officially promulgated.(5-7)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	16
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	16
	Free Public Education	Yes

The Constitution prohibits forced and compulsory labor.(8) The Transnational Organized Crime (Prevention and Control) Act, passed in February 2011, makes enforceable provisions under international protocols such as the 2000 UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons and explicitly prohibits trafficking of children.(9, 10) The Offenses Against the Person Act penalizes slavery, including importing and exporting a person as a slave.(11) The Sexual Offences Act

makes it a crime to take a person away or detain a person for sexual relations.(12) The Protection of Children Act makes it a crime to take or allow others to take indecent photographs of a child under age 18.(13) These laws do not prohibit all forms of child prostitution and the distribution of child pornography, however.

There is no conscription and the Barbados Defence Act sets the minimum age for voluntary recruitment at age 18; however, a person under age 18 can enlist with parental consent.(5, 14) The Drug Abuse (Prevention and Control) Act prohibits the use of children for drug trafficking.(15)

Education is free and compulsory to age 16.(5, 16, 17)

Institutional Mechanisms for Coordination and Enforcement

The MOL established a Child Labor Committee in 2004 that is responsible for coordinating efforts to abolish child labor in the country. Committee members include government agencies, nongovernmental organizations and civil society organizations.(5, 18) However, it has not been active for several years.(5)

Child labor subcommittees exist to support interagency cooperation so they can harmonize legislation, develop a child-labor survey instrument and implement educational and mass media program on child labor.(4)

The MOL is responsible for enforcing child labor laws.(5, 7) It has 19 inspectors to investigate possible labor violations. Labor inspectors did not receive training on child labor in 2011.(5) During the reporting period, no child labor inspections were conducted and no cases of child labor violations were reported.(5)

The Royal Barbados Police Force (RBPF) has taken the lead in investigating trafficking complaints.(19) There were no known cases and thus no investigations or prosecutions during the reporting period.(20) The RBPF is also responsible for enforcing cases involving commercial sexual exploitation.(19)

Government Policies on the Worst Forms of Child Labor

While the worst forms of child labor do not appear to be a widespread problem in Barbados, the Government does not have a policy framework to combat commercial sexual exploitation or the use of children in drug trafficking.(5)

The Government has recognized the need to conduct research and analysis to obtain more detailed information on the worst forms of child labor.(5, 7, 21, 22) Moreover, the Government has acknowledged specifically that commercial sexual exploitation is a concern, although the full extent of the problem is unknown.(4, 21) However, the Government does not appear to have undertaken such research.

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

The Ministry of Social Care, Constituency Empowerment and Community Development planned to begin implementing the Identification, Stabilization, Enablement, and Empowerment (ISEE) Bridge Program, designed to reduce poverty by addressing seven aspects of family life, including employment and education in 2011; however, as of the end of the reporting period, the Program was set to begin in June 2012.(23-26) The Government continues to implement a school meal program for low-income children, to encourage school attendance.(5) The question of whether this program has an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Employment Act to establish a minimum employment age of 16 for all sectors of economic activity, including agriculture.	2009, 2010, 2011
	Officially incorporate into the legal framework and make publicly available the Ministry of Labor's list of occupations and activities considered hazardous and likely to jeopardize the health, safety or morals of young persons.	2011
	Amend legislation to prohibit all forms of child prostitution and the distribution of child pornography.	2011

Barbados

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Reactivate the Child Labor Committee to coordinate government efforts to combat the worst forms of child labor.	2011
	Ensure that child labor inspections are carried out to prevent the worst forms of child labor, especially the commercial sexual exploitation of children and the use of children in drug trafficking.	2010, 2011
Policies	Conduct a comprehensive study to update and assess the nature and extent of the worst forms of child labor, especially the commercial sexual exploitation of children and the use of children in drug trafficking.	2009, 2010, 2011
	Use the results of the study to develop a national plan of action to address the worst forms of child labor, especially the commercial sexual exploitation of children and the use of children in drug trafficking.	2009, 2010, 2011
Social Programs	Begin implementing the ISEE Bridge Program.	2011
	Assess the impact that the existing school meals programs may have on addressing the worst forms of child labor, especially the commercial sexual exploitation of children.	2010, 2011

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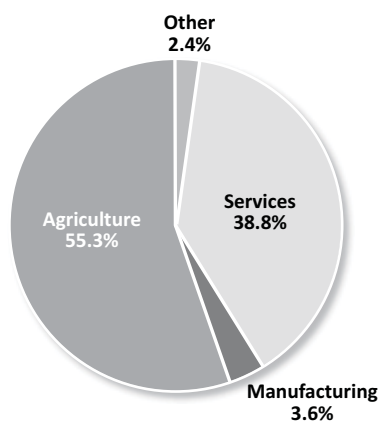
In 2011, Belize made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government worked with UNICEF to conduct a survey to collect information on child labor, among other topics. The Government also continued to implement the National Child Labor Policy and established a new Early Childhood Development Policy that aims to develop innovative programs targeting families of child laborers. In addition, the Government began implementing a cash transfer program to combat poverty and increase children's school attendance. As part of an overall 25 percent allocation of the national budget to education, the Government is also expanding secondary education and teacher training. However, Belize has not yet adopted into law the list of hazardous occupations included in the 2009 National Child Labor Policy and labor inspectors lack adequate resources to enforce child labor laws. Children also continue to be engaged in the worst forms of child labor, particularly in dangerous activities in agriculture and commercial sexual exploitation.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	6.3 (33,660)
Attending School	5-14 yrs.	93.2
Combining Work and School	7-14 yrs.	6.2
Primary Completion Rate		105.3

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2001.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Some children in Belize are engaged in the worst forms of child labor, including in dangerous activities in agriculture and commercial sexual exploitation.(3-6) Recent information on the worst forms of child labor and child labor in general in Belize is anecdotal.(3) Limited evidence suggests that children in rural areas work in agriculture after school, on weekends and during vacations.(7) They harvest bananas, citrus and sugar.(3) While country-specific information on the dangers children face in agriculture is not available, research studies and other reports have documented the dangerous nature of tasks in agriculture and their accompanying occupational exposures, injuries and potential health consequences to children working in the sector.(6)

In urban areas, children are found shining shoes and selling food, crafts and other small items.(5) While country-specific information on the dangers children face in street work is not available, research studies and other reports have documented the dangerous nature of tasks in street work and their accompanying occupational exposures, injuries and potential health consequences to children working in the sector. Children are also victims of commercial sexual exploitation.(4-6) Some poor families push their school-aged daughters to provide sexual favors in exchange for gifts and money, which is sometimes used to cover expenses associated

with schooling.(8) There are reports of children exploited in sex tourism and as victims of trafficking for the purpose of sexual exploitation.(4, 5, 9, 10)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Act of Belize sets the minimum age for work at age 14, although children ages 12 to 13 may engage in non-industrial jobs and other light work. The Act prohibits the employment of children under age 15 on vessels.(11) The Families and Children Act prohibits the employment of children under age 18 in hazardous work. While the 2009 National Child Labor Policy identifies a list of hazardous occupations prohibited for young workers, the Government of Belize has not yet adopted this list.(12-14)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Constitution prohibits forced labor.(15) Belizean law also prohibits the voluntary or compulsory recruitment of children under age 18 into military service.(16)

The Trafficking in Persons Prohibition Act of 2003 bans the trafficking of all persons, including children. This Act, along with the Criminal Code, considers sexual exploitation, including child pornography, to be a crime.(4, 17) The Criminal Code prohibits sex with a female under age 14 and the procurement or attempted procurement of a female under age 18 for the purpose of sex.(4, 18) However, the

latter does not apply when an underage female is considered “a common prostitute or of known immoral character.”(18) A 2006 ILO study points out that Belizean legislation does not cover boys nor does it provide a consistent definition of a “child.”(4) The Labor Code defines a child as under the age of 14 while the Criminal Code includes different ages, which has led to ambiguity when enforcing legislation.(4) During the reporting period, the Ministry of Human Development drafted legislation that would strengthen legislation to combat commercial sexual exploitation.(19)

The Education Act of 2010 establishes free and compulsory education until age 15.(20) However, access to education is hindered by school fees, lack of transportation and few trained teachers. Schools are allowed to charge fees and parents must pay for textbooks, uniforms and meals.(10, 21) More than 50 percent of primary school teachers do not have teaching qualifications.(21)

Institutional Mechanisms for Coordination and Enforcement

The National Child Labor Committee (NCLC) coordinates efforts to combat child labor, including the implementation of the National Child Labor Policy. It is led by the Ministry of Labor, Local Government and Rural Development (MOL) and is made up of 15 government and civil society members.(3, 14) The Anti-Trafficking in Persons Committee is led by the Vice-Minister of Human Development and Social Transformation, and includes 12 other government agencies and civil society organizations.(3, 22, 23)

The MOL conducts labor inspections and enforces labor legislation. It has 23 labor inspectors in 10 offices throughout the country.(3) The MOL mandates that its offices conduct a minimum of four inspections per week. However, labor inspectors lack resources such as vehicles to carry out labor inspections and they are sometimes required to perform non-labor, inspection-related duties, which may give them less time to perform on-site labor inspections.(3) No information is available about the number of inspections that involved cases of child labor, the number of children found working illegally or the results of those inspections.

The MOL trains labor inspectors on a regular basis. To improve labor inspection reporting quality, the MOL included child labor and trafficking-in-persons issues in standardized reporting forms in 2011.(3) The MOL annual budget is less than \$500,000.(3)

Legislation on human trafficking, commercial sexual exploitation and the use of children in illicit activities is enforced by the Department of Human Services (DHS) of the Ministry of Human Development and Social Transformation and the Belize Police Department (DP). The Sexual Offense and Family Violence units of the Police Department conduct investigations of these crimes.(3) More than 400 law enforcement officials from DHS, DP, the MOL and Immigration officials received training on trafficking in persons supported by the Government of France, IOM and the U.S. Department of Justice.(3, 23)

During the reporting period, the DP and the Office of the Director of Public Prosecutions conducted investigations related to “carnal knowledge” of minors. Two individuals were convicted of human trafficking in January and February 2012, one of them for attempting to recruit an underage girl for the purpose of commercial sexual exploitation.(23-25) Despite these efforts, law enforcement officials do not have adequate resources such as vehicles and surveillance equipment to perform their work.(23)

The Government has established a protocol to receive reports of child commercial sexual exploitation and trafficking from NGOs, and to assist child victims.(3, 23)

To ensure that children stay in school, the Education and Training Act of 2010 authorizes school community liaison officers to visit homes and inquire about the school attendance of children up to age 14, the compulsory school age.(3, 26) The truancy officers are also authorized to enforce the provisions within the Act and prosecute those in violation.(26)

Government Policies on the Worst Forms of Child Labor

The National Child Labor Policy guides efforts to combat child labor, especially the worst forms. Its priority areas include legislation and enforcement; education and training; awareness-raising and advocacy; and institutional strengthening and provision of social services for victims of child labor.(14) In 2011, as part of the implementation of this policy, the NCLC drafted child labor legislation that was discussed with the Labor Advisory Board, labor unions and the private sector.(3)

The National Plan of Action for Children and Adolescents (2004-2015) seeks to ensure that the rights of children are fulfilled. It aims to prevent and eliminate the worst forms of child labor by revising labor legislation, developing protocols to improve inter-agency coordination, increasing institutional capacity to enforce legislation, strengthening child labor

prevention programs and carrying out awareness-raising campaigns.(27) Belize mainstreamed child labor into its National Poverty Elimination Action Plan (2007-2011), which seeks to combat poverty and foster economic growth.(28)

During the reporting period, Belize developed the National Development Framework, Horizon 2030, which lays out its strategy to promote economic growth and improve well-being. One of its principal pillars is to recognize education as a basic human right for all children and to provide access to quality education at least through secondary school.(29, 30) The Ministry of Education established the Early Childhood Development Policy for Belize to promote the rights of children and support the role of parents and families as primary caregivers. This policy aims to develop innovative programs that target families of child laborers, particularly those engaged in the worst forms of child labor, and to ensure that children stay in school and do not work.(31)

In 2011, UNICEF, in close cooperation with the Government of Belize, released a study on women and children, which points out that the lack of information on child labor hinders efforts to address this issue.(10) To respond to the paucity of information on child labor, the Government worked with UNICEF to carry out a Multiple Indicator Cluster Survey to collect information on child labor, among other topics, in Belize. The results of the survey will be available in 2012.(3)

The Government, along with the Chamber of Commerce and Industry and the National Trade Union Congress, reviewed the National Decent Work Program (2009-2011) and approved it for the period of 2012-2015. The Program prioritizes labor legislation such as child labor laws.(32)

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

In 2011, the Government of Belize raised awareness of child labor and human trafficking, assisted child victims of commercial sexual exploitation and those at risk of being engaged in such practice and supported local NGOs' efforts to combat commercial sexual exploitation and trafficking.(3, 9, 23, 33) The MOL and DHS conducted an awareness-raising campaign to combat child labor and labor exploitation in areas that produce bananas and citrus in Southern Belize.(3)

In December 2011, the Government of Belize began to participate in a 4-year global project, funded by USDOL, to combat child labor. In Belize, the project will support child labor survey activities.(34) The Government also continues to

Belize

participate in a 2-year, \$250,000 project to address trafficking in persons, funded by USDOS.(35) Research has not identified other government programs designed to address the other worst forms of child labor, such as agriculture and street work.

Since February 2011, the Government of Belize has been implementing a cash transfer program to combat poverty. It supplements household income conditioned upon 85 percent school attendance for families with children ages 5 to 17 and 100 percent immunizations for families with children ages 0 to 5.(3, 36) It currently benefits 4,300 families.(37, 38) The Government also provides subsidies to families in southern Belize conditioned upon children completing primary school.(39) Despite these efforts, more than 40 percent of the Belizean population is poor and 16 percent live in extreme

poverty. In rural areas, poverty reaches higher levels. In the Toledo district, with a large population of indigenous Maya, more than 64 percent are poor.(36)

In 2011, the Government allocated 25 percent of the national budget to education, seeking to expand access to secondary education, improve teacher education and provide child care and early childhood education. It launched a training program for teachers from rural areas and established a certificate in primary education for teachers to acquire teaching skills.(3, 40, 41) In May 2011, Belize began to participate in a \$1.2 million project to improve its teaching force, supported by the IDB.(42) It is too early to assess the impact these programs have had on child labor reduction.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Adopt a list of hazardous occupations prohibited for children.	2009, 2011
	Streamline the definition of a child in existing legislation.	2011
	Amend existing laws on sexual exploitation to extend protections to all children.	2009, 2010, 2011
Coordination and Enforcement	Make information publicly available on enforcement efforts to combat the worst forms of child labor, including the number of complaints, investigations, convictions and penalties.	2009, 2010, 2011
	Ensure that labor inspectors have sufficient time in their portfolios to conduct labor inspections and resources such as vehicles and that law enforcement officers have adequate equipment.	2009, 2011
Policies	Continue to increase access to education by eliminating fees and providing transportation and materials.	2011
	Conduct research to determine the extent and nature of the worst forms of child labor, particularly in agriculture, street work and commercial sexual exploitation.	2010, 2011
Social Programs	Develop programs aimed at reducing the worst forms of child labor, including agriculture and street work.	2009, 2010, 2011
	Expand anti-poverty programs aimed at vulnerable families in rural and urban areas.	2011

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Benin

In 2011, Benin made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Benin enacted the Hazardous Work List in Decree No. 2011-029, which provides a list of hazardous work activities that are prohibited to children under age 18, and signed an accord with the Republic of the Congo to stem the trafficking of children. In addition, the Government established 1,500 Local Child Protection Networks in 33 communities to protect children from trafficking. However, the Government continues to lack a specific coordinating mechanism to combat the worst forms of child labor, and funding has not been allocated to fully fund and implement the National Action Plan for Child Protection and the National Action Plan to Combat and Eradicate Child Trafficking and Labor. Furthermore, the minimum age for labor does not correspond to the age of compulsory education. Children continue to engage in the worst forms of child labor, especially in agriculture and child domestic service.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	31.5 (850,785)
Attending School	5-14 yrs.	58.2
Combining Work and School	7-14 yrs.	20.0
Primary Completion Rate		63.4

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Benin are engaged in the worst forms of child labor, primarily in agriculture and in domestic service.(3-6) Children work on farms producing cotton, where they often work long hours, are underpaid and may be subject to physical abuse.(3) A limited number of sources indicate that an unknown number of children also work in cashew farming.(4) Children are reportedly engaged in forced, indentured or bonded labor in agriculture.(5, 6)

Through the system of *vidomegon*, girls are sent to work as domestic servants in exchange for housing. These girls may be as young as age 7.(6-11) Income generated from these

arrangements is shared between the children's host and natural families.(6) While such arrangements between families are generally voluntary, children frequently work long hours, receive insufficient food and are vulnerable to verbal and physical abuse, including sexual exploitation.(7, 10-13) Children, including those already working as child domestic servants, also work in markets.(11, 17, 18) Children in these circumstances may work up to 17-hour days.(7, 10) Some children are engaged in forced or bonded labor in domestic service.(6)

Children are reportedly engaged in fishing, some under forced labor conditions.(6) Children's work in fishing may expose them to risks such as drowning.(14) Some children also work in mines and quarries, crushing stone and granite into gravel.(15, 16) Children who crush stone are subject to long working hours and physical injuries from being exposed to dynamite and falling rocks.(17) Children also reportedly work in the transportation industry and as street vendors, both occupations can be dangerous given their proximity to moving vehicles.(18, 19) Some children working in the construction sector are reportedly engaged in forced labor conditions.(6, 20)

Children, including street children, are engaged in commercial sexual exploitation.(6, 11, 15, 21, 22) Children are sexually exploited by people from all strata of society, including bar owners, sailors, teachers and members of the defense forces.(11) During the reporting period, there were a number of reports

that tourists had engaged girls in prostitution, in the Pendjari National Park region.(6, 11, 23)

In return for the provision of education and food, some *talibé* boys are forced by their Koranic teachers to beg on the streets. These boys may be subject to beatings and work of up to 14 hours per day. (20) In addition, children working on the streets are vulnerable to severe weather, traffic accidents and crime.(24)

Although trafficking in Benin is primarily conducted internally, Benin is also a source, transit and destination country for trafficked children.(7, 21, 22, 25-28) Children are trafficked within Benin for the purpose of domestic servitude, commercial sexual exploitation and labor on farms, in stone quarries and in markets.(13, 20, 21, 23, 25, 29) Children are trafficked from Benin to other West African countries and the Republic of the Congo to work in quarries, fishing and agriculture, including as well as in the production of cocoa.(5, 11, 25, 26, 32-34) Children are trafficked from Benin to Nigeria, Côte d'Ivoire, and Gabon for domestic work. Children are also trafficked from Benin to other countries for commercial sexual exploitation.(5, 11, 25, 26, 32-35) Research on Beninese children trafficked abroad demonstrates that these children endure sexual and physical abuse, malnourishment, and in some cases, death.(5, 11, 25, 33, 36) Children from Togo, Côte d'Ivoire, Burkina Faso, Senegal and Niger are trafficked to Benin for commercial sexual exploitation, domestic service and agriculture.(5, 13, 25, 26, 32)

Access to quality education is a critical component in preventing the economic exploitation of children.(30) However, limited evidence suggests that school children are subjected to verbal, physical, psychological and sexual abuse at school. Abuses range from beatings with sticks, whips or belts, to sexual abuse by teachers who may demand sex for grades.(15, 33) School-based violence may discourage families from accessing education for their children.(31) Access to education is also impeded by a lack of birth registration.(18, 32) Forty percent of Beninese children under age 5 remain unregistered. Unable to prove citizenship, some children may be denied services such as education.(18, 32)

Laws and Regulations on the Worst Forms of Child Labor

The minimum age for work in Benin is 14. Children between ages 12 and 14 may perform domestic work and temporary or seasonal light work if it does not interfere with their schooling.(33-35) The law prohibits workers under age 16 from performing certain types of work, including transporting heavy loads, working in slaughterhouses and operating certain types of machinery.(34) The law also sets some limitations

on work performed by youth ages 16 to 18.(36) During the year, the Government took the important step of enacting the Hazardous Work List in Decree No. 2011-029, which provides a list of hazardous work activities that are prohibited for children under age 18.(35, 37) The List includes 22 trades—including mining and quarrying, domestic service and agriculture—and defines 74 hazardous activities.(18, 35, 37)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	11
	Free Public Education	Yes

Primary school is free and compulsory in Benin.(8, 15, 38) However, some parents have to pay tuition and the cost of books and uniforms if their schools have insufficient funds.(18, 39) Beninese children are only required to attend school through primary school (until approximately age 11), while the minimum age for children to work is 14.(33, 40) This standard makes children ages 12 to 14 vulnerable to the worst forms of child labor, as they are not required to be in school but are below the minimum age to work.

Child slavery, debt bondage and forced labor are prohibited in Benin.(41) The law also expressly forbids the trafficking of children and provides penalties for those who are involved in the trafficking of children.(41) The law also forbids the movement of children within Benin by prohibiting the separation of children from their parents without consent from local authorities.(41) Benin also has three enabling decrees to regulate the travel of minors within and across Benin's borders.(42) According to USDOS, the penalties for violating these laws are sufficiently strict to serve as a deterrent.(35)

The use of children for illicit activities is expressly prohibited.(41) The Penal Code prohibits involvement with

or facilitation of child prostitution. Although the use of a child in pornography is prohibited, child pornography itself is not prohibited in Benin.(18, 35, 41, 42) The use of children in armed conflicts is banned.(36, 42, 43)

In 2009, the Government adopted the first volume of the Child Code, a compilation of existing legislation related to children's rights, education, protection, labor and health. The Code's second volume, which contains a bill on child protection and amendments pertaining to offenses committed regarding minors, has been pending adoption by the National Assembly since 2009.(44)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Benin has established a coordinating mechanism to combat the worst forms of child labor.(35) The Ministry of Family and National Solidarity (MFNS) implements the Government's overall policy to improve children's welfare and leads Government efforts to ensure children's rights.(35, 42) The MFNS chairs the National Monitoring and Coordination Working Group for Child Protection (CNSCPE), a technical agency that serves as a task force and comprises 5 technical committees and 40 members, including a committee for trafficking and exploitation.(42, 49, 51-53) The CNSCPE meets on a quarterly basis and comprises members from sector-based ministries, NGO networks, international technical and financial partners, and bilateral partners. Each committee has an action plan and proposes activities to CNSCPE.(35, 42, 45)

The Ministry of Labor and Civil Service is responsible for enforcing labor laws.(35, 42) The Government budgeted \$204,500 for the Ministry of Labor and Civil Services to conduct child labor inspections in its 2011 budget, which is the same amount budgeted in 2010.(35, 42) The Government of Benin employs 126 labor agents in 12 departments to ensure the application of labor laws, including those on child labor. Inspectors can impose sanctions and order payment for labor violations.(35, 46)

The Government reports that it performed random inspections during the year in hairdressing, dressmaking and mechanical workshop establishments, as well as in mines and quarries.(47) However, information regarding the number of child labor inspections conducted during the reporting period is unavailable. In addition, the Government does not publish all data related to inspections, investigations, complaints and prosecutions on the worst forms of child labor.(35)

The Ministry of Interior's Central Office for the Protection of Minors (OCPM)—formerly known as the Brigade of Protection of Minors—under the Criminal Police Department, is the lead agency responsible for the protection of minors, including child trafficking, child labor and the commercial sexual exploitation of children.(35, 42, 48) The OCPM collaborates with the Ministries of Family, Social Protection and Solidarity, Foreign Affairs and Labor.(21, 35) Reports indicate that the Government maintains a system that refers victims to services, including temporary shelters run by NGOs. The OCPM also maintains a transit facility for trafficking victims that can hold up to 160 children for short-term stays.(35, 45, 49) However, a lack of resources—including a lack of personnel, office and transportation facilities—limits the OCPM's effective enforcement of child protection laws.(35, 42, 45) During the reporting period, the OCPM investigated 47 child trafficking cases and provided temporary shelter to 167 trafficking victims.(45) An unknown number of cases were referred to court; sentences ranged from 3 months to 1 year. USDOS indicates that the sentences were not sufficiently stringent to be commensurate with the law or to serve as a deterrent.(35, 50) During the reporting period, 210 concerned parties—including judicial personnel, security forces, social workers, local authorities and journalists who cover the judicial protection of minors—received training, with a special emphasis on the fight against child trafficking.(49)

Government Policies on the Worst Forms of Child Labor

The Government of Benin has a National Policy and Action Plan for Child Protection (2008-2012), which it implemented during the reporting year with support from UNICEF.(35, 42, 49) It also has a National Action Plan to Combat Child Trafficking and Labor. However, neither action plan has been fully funded.(9, 35, 42) During the reporting period, the Government continued to collect child labor data at the central and provincial levels on 14 areas pertaining to child welfare.(23, 44) The data collected provided an assessment of children's living situation and a critical analysis of the capacity of agencies in charge of child protection.(49) Based on this analysis, 10,000 cases of various child abuses or vulnerabilities have been identified including victims of forced labor and trafficking, sexual abuses, female genital mutilation, orphans and vulnerable children, children in conflict with law, and children subject to ritual infanticide, rape and forced marriage. The Government used these data to issue a scorecard on children's vulnerability in Benin and to provide information on child protection through a website and quarterly newsletters.(23, 45)

The National Growth and Poverty Reduction Strategy Paper (2011-2015) includes goals that would impact child labor such as free universal primary education, better education quality and higher retention at the secondary level, vocational training and microfinance for youth and women to help them transition into the labor market, and provision of social services.(35, 51) The Paper includes an implementation plan, and the Government has initiated many of the plan's steps.(34) The Government has a 10-year Education Sector Action Plan that started in 2006. The Plan includes components to combat poverty and to improve access to primary education, especially for girls.(52) The Government reports that it has taken steps to implement the Plan, including increasing attendance rates, building schools and recruiting additional teachers to prevent overcrowding in classrooms.(47) Nevertheless, the ILO Committee of Experts continues to express concern at low school attendance and dropout rates at the primary and secondary levels. Higher participation in education would reduce the likelihood that children under age 14 are engaged in exploitative work.(25, 34, 47)

The Government has a National Policy and Strategy for Social Protection (2004-2013). The Strategy includes measures for child labor protections, including activities pertaining to child labor protections such as increasing support for children's education, implementing an outreach campaign on the worst forms of child labor, mainstreaming issues pertaining to the worst forms of child labor in training programs, and capacity building programs for anti-child labor activists.(35, 49) The Government of Benin also has a National Strategic Framework for combating HIV/AIDS (2007-2011) that aims to provide assistance to vulnerable children, including education and livelihoods assistance.(10) The impact of the PRSP, education, social protection and HIV/AIDS policies on child labor has yet to be addressed.(35)

The Government of Benin also has a number of ongoing bi-national policies and agreements. In September 2011, the Governments of Benin and of the Republic of the Congo signed an accord that aims to stem the trafficking of children from Benin to the Republic of the Congo for labor in domestic service, vending and fishing.(18, 53) Under the coordination of the joint Benin and Nigeria Committee to Combat Child Trafficking, the Governments of Nigeria and of Benin continue to implement their joint action plan to reinforce border security measures and to repatriate the victims of trafficking.(45, 46) Child victims are not repatriated unless a safe reinsertion program—such as schooling, vocational training or an apprenticeship—has been arranged in advance.(23, 35) The Government of Benin reports that

during the year and as a result of the Plan, it set up additional border surveillance units along the border with Nigeria(10).

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

The Government of Benin participates in projects that explicitly focus on combating child labor, as well as social protection programs that likely have a positive impact on reducing child labor. During the reporting period, the Government of Benin continued to participate in two USDOL-funded regional projects: a 4-year, \$7.95 million project and a 3-year, \$5 million project. Both of these projects assisted member countries of ECOWAS to combat the worst forms of child labor by strengthening and enforcing child labor laws and national action plans, and by developing child labor monitoring systems.(54-56) The latter project, the ECOWAS II project, targets 1,500 children in Benin for withdrawal or prevention from the worst forms of child labor in mining and quarrying, including children being trafficked to Nigeria. The ECOWAS II project also targets 3,000 families for the provision of livelihood services.(54-57) The project assists the Governments of Benin and of Nigeria to implement the 2005 MOU on trafficking; it worked with the joint Benin/Nigeria Committee to Implement the Annual Action Plan called for under the MOU.(54, 55, 57) During the year, the Government worked with ILO-IPEC to distribute school kits to children removed from child labor in the quarries.(35)

The Government participated in two additional projects implemented by ILO-IPEC. One is a Francophone Africa project that provided education and safe apprenticeships as an alternative to the worst forms of child labor for children and youth.(58, 59) The other is a global project that supported the global action plan to end child labor by 2016.(59)

During the year, the Government established 1,500 Local Child Protection Networks in 33 communities to protect children from trafficking.(35) The Office for Protection of Minors also continued to run a transit facility for trafficking victims that has the capacity to house 160 children at one time.(35, 42) The Government of Benin continued to undertake periodic trafficking awareness campaigns and a nationwide child labor awareness campaign.(18, 35)

Existing government programs do not target some of the most common worst forms of child labor in Benin, particularly children engaged in domestic service, commercial, sexual exploitation and agriculture.

During the reporting period, the Government of Benin continued to participate in two USAID-funded projects to

Benin

improve the education system, including a 4-year, \$5.75 million project to improve girls' access to education, and the Ambassador's Scholarship Program, which provided 895 Beninese students with school scholarship funds.(49, 60-64) The Government also participated in a school-feeding

project funded by the World Food Program with over 1,000 participating schools. The Government provided state support for the program.(35) The question of whether these education programs have an impact on child labor does not appear to have been addressed.

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

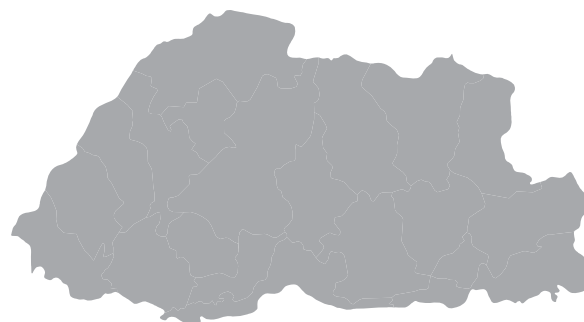
Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Raise the age of compulsory education so it is consistent with the minimum age for employment.	2009, 2010, 2011
	As guaranteed by law, ensure all children have access to free primary education.	2010, 2011
	Adopt the second volume of the Child Code to bring into force additional protections for children.	2009, 2010, 2011
	Create and adopt laws to prohibit child pornography.	2010, 2011
Coordination and Enforcement	Establish a specific coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Collect, analyze and publish statistics on inspections, investigations, complaints and prosecutions of the worst forms of child labor to better target enforcement efforts.	2009, 2010, 2011
	Reconsider budgetary priorities with a view toward providing more resources to enforcement investigation, appropriate facilities and transportation assets.	2009, 2010, 2011
	Ensure offenders of trafficking laws receive appropriate penalties for their crimes in accordance with the law.	2010, 2011
Policies	Fully fund and implement the National Action Plan for Child Protection and the National Action Plan to Combat and Eradicate Child Trafficking and Labor.	2010, 2011
	Take measures to ensure children have access to quality education and ensure children's safety in schools.	2010, 2011
	Assess the impact that existing PRSP, education, social protection and HIV/AIDS policies may have on addressing the worst forms of child labor in Benin.	2010, 2011
Social Programs	Institute programs to address the worst forms of child labor in domestic service, commercial sexual exploitation, stone quarries and agriculture, and to monitor the progress of the programs.	2010, 2011
	Implement birth registration campaigns to increase children's access to education.	2010, 2011
	Assess the impact that education programs may have on addressing the worst forms of child labor in Benin.	2011

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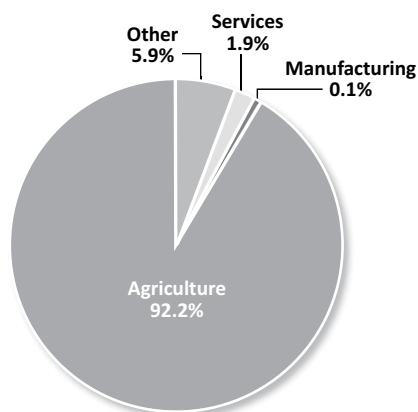
In 2011, Bhutan made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government passed the Child Care and Protection Act and began a program to assess the current child protection system across the country. However, education is not compulsory and labor laws do not protect children working in domestic service. Children continue to engage in the worst forms of child labor in domestic service and in dangerous agricultural activities.



Statistics on Working Children and Education

Children	Age	Percent
Working	10-14 yrs.	19.6 (14,402)
Attending School	5-14 yrs.	69.0
Combining Work and School	10-14 yrs.	0.3
Primary Completion Rate		95.1

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from LSMS Survey, 2003.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Bhutan are engaged in the worst forms of child labor, especially in agriculture and domestic service.(3-5) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(6) Girls are more likely to be employed as child domestic workers in homes where they may be subjected to abuse and exploitation.(4, 7-9)

Reportedly, some children working as domestic servants live with their employers and are not allowed to return home.(7)

Although information is limited, reports indicate that some children are involved in construction and in mining or quarrying, sectors in which they face risk from dangerous machinery and tools, and exposure to dust and loud noise.(3, 10) Urban children sometimes work as street vendors or rag pickers.(3, 4) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(6)

Girls under age 18 are also reported to be involved in commercial sexual exploitation, although evidence is limited.(3, 4)

Laws and Regulations on the Worst Forms of Child Labor

The 2007 Labor and Employment Act of Bhutan set the minimum age for work at age 18. However, children ages 13 to 17 can work in non-hazardous activities.(3, 11) This exception effectively lowers the legal working age to 13, which is under the international standard.

The Regulation on Acceptable Forms of Child Labor outlines the list of work prohibited for those younger than age 18.(12) Although domestic service involves dangerous activities such as long hours of work and isolation in private homes, where children are susceptible to physical and sexual abuse, domestic service is not prohibited under the regulation.(4, 7-9, 21)

The Penal Code stipulates that anyone who subjects a child to economic exploitation or hazardous work will be guilty of child abuse, a misdemeanor carrying a minimum punishment of 1 year imprisonment.(13)

The Labor and Employment Act of Bhutan also protects children younger than age 18 from forced or compulsory labor, trafficking, use in armed conflict, prostitution, pornography, use by adults in illicit drug-related activities and any labor

that endangers their health, safety or morals.(11) The Penal Code prohibits commercial sexual exploitation and trafficking of children for prostitution and lays out penalties for these offenses.(14)

	C138, Minimum Age	No
	C182, Worst Forms of Child Labor	No
	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	No
	Free Public Education	Yes

In 2011, the Government passed the Child Care and Protection Act, which protects children in difficult circumstances, including those being or likely to be abused or exploited for immoral or illegal purposes.(15) The Act outlaws the use of children in illicit activities, begging, prostitution and the production of pornography. It also prohibits the sale of children and child trafficking.(15) The Act requires the Government to establish one-stop centers in hospitals to assist children who have had offenses committed against them and to expedite the legal process. The centers are mandated to include staffing by police, a psychiatrist, a social worker and legal counsel.(15) Research does not indicate whether these centers are in operation.

There is no age to which education is compulsory.(9) The lack of standards in this area may increase the risk of child involvement in the worst forms of child labor, as young children are not required to be in school but are unable to legally work. Education is offered free by the Government for 11 years, but some children may have trouble accessing educational services because of the distance to schools, harsh terrain and informal fees.(10, 16-18) Some children are denied access to education because of the lack of birth registration; this problem is prevalent among Nepali Bhutanese children.(10, 19)

Institutional Mechanisms for Coordination and Enforcement

The National Commission for Women and Children (NCWC) is the lead agency that coordinates the promotion and protection of women and children.(3) It monitors issues of child labor nationwide.(20) The NCWC includes representatives from government agencies, law enforcement, the judiciary, civil society, media and business.(21)

The Department of Labor investigates child labor during routine and special inspections of workplaces. The Ministry of Labor and Human Resources is empowered to investigate child labor complaints and require employers to comply with child labor laws throughout the country.(13) Its Labor Protection Division is responsible for public awareness and enforcement of labor laws. Labor inspectors are based in Thimpu and in two regional offices.(22) The ministry has four labor inspectors in Thimpu and two inspectors in each region of Bhutan; it has requested 37 more labor inspectors over the next four years.(22) The labor inspectors investigate general working conditions, including child labor violations.(13) There is no information on the number of labor inspections, their findings or resulting actions taken.

Child labor laws are also enforced by the Home Ministry's Royal Bhutan Police.(20) The police's Woman and Child Protection Unit (WCPU) protects the rights of children and women in Bhutan. The WCPU also provides counseling services and refers victims to NGOs for assistance.(21) There is no information on the number of criminal worst forms of child labor investigations, prosecutions or victims assisted.

Government Policies on the Worst Forms of Child Labor

The Government's Tenth Five-Year Plan (2008-2013) addresses the issues of poverty reduction and education. The Plan proposes reducing poverty through income and employment generation, expanding rural access to markets and improving living conditions for the rural poor.(23) It also aims to increase school enrollment by establishing and improving local primary schools.(23) The question of whether this policy has an impact on child labor does not appear to have been addressed.

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

The NCWC manages a program called Project Hope, which provides residential shelters for children at risk of exploitative child labor.(5) The Project provides counseling, group therapy, and assistance to help children enroll in school.(24)

This program specifically targets children on the street, and therefore does not appear to be sufficient to provide services to all children vulnerable to or working in other areas including agriculture, domestic labor, construction or mining and quarrying.

In 2011, the NCWC began a mapping and assessment of the child protection system in Bhutan. The purpose of this project is to determine the laws, policies, regulations and services needed across the education, social welfare, health, security and justice sectors to safeguard child rights.(25) The mapping project will provide a baseline against which the implementation of the Child Care and Protection Act can be measured. The project runs from November 2011 through April 2012.(25)

A number of projects that address issues of poverty reduction and education are not specifically targeted to child laborers. The Ministry of Economic Affairs and the Department of Industries participated in a \$785,000 project to provide access to microfinance and development services for the poor. The project aims to help women and youth create micro, small and medium-sized enterprises.(26) In 2011, the NCWC began work on a 3-year, \$2.5 million Japan-funded project to provide

economic opportunities to women and girls. The project targets 960 youth to participate in apprenticeships and skills training for self-employment.(27)

The Government participates in an ongoing project to increase school enrollment in rural areas through providing food aid to households in exchange for sending children to school. The Australian-funded project began in 2001 and was funded for \$500,000 in 2011-2012.(28) In addition, UNICEF works with the Government on education issues by providing non-formal education, printing textbooks and assisting with the establishment of new schools.(17, 18, 29) The question of whether these programs have an impact on child labor does not appear to have been addressed.

Children must have proof of birth registration to attend school. However, those born in remote areas and those born to ethnic minorities are less likely to be registered.(9) As a result, and despite the efforts described above, some children are denied access to education. Furthermore, children of Nepali descent are unable to receive an education in their native language.(19) Research found no evidence of programs that address the need for birth registrations and for education in the Nepali language.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Revise the Labor Law to comply with the international standard of the minimum age for work.	2010, 2011
	Enact laws to provide protections for children working in domestic service.	2009, 2010, 2011
	Make primary education compulsory to ensure children are attending school and are therefore less vulnerable to the worst forms of child labor.	2010, 2011
Coordination and Enforcement	Publish data on the number of labor investigations, child labor violations, criminal cases of the worst forms of child labor and child victims assisted.	2010, 2011
	Take steps to enforce free education and ensure that children are not required to pay informal educational fees.	2010, 2011
Policies	Assess the impact that the Tenth Five-Year Plan may have on child labor.	2009, 2010, 2011
Social Programs	Expand social programs to target children who work in agriculture, domestic labor, construction, and mining and quarrying.	2009, 2010, 2011
	Assess the impact that existing programs may have on child labor.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Assist rural families to apply for birth registration as a precursor to school enrollment.	2010, 2011
	Provide educational services in the Nepali language to encourage Nepali children to attend school and not enter into the worst forms of child labor.	2010, 2011

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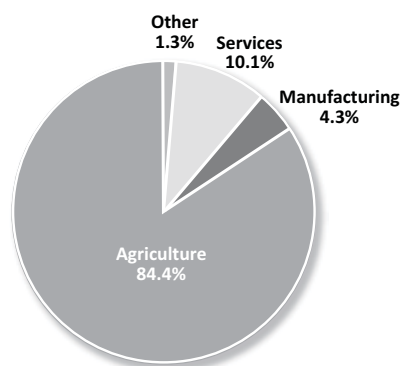
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In 2011, Bolivia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Education issued a new directive requiring all public schools to offer an accelerated education curriculum so that primary and secondary students who are behind in school have the opportunity to catch-up. The Government of Bolivia increased its allocation for Bono Juancito Pinto, a cash subsidy program aimed at increasing attendance rates of primary school students, to \$55 million. This allocation expanded on previous expenditures. In addition, the Bolivian Government supported international organizations' and private sector efforts to combat child labor in the sugarcane sector. However, although child labor inspectors conduct unprompted inspections, general inspectors only respond to complaints and do not conduct proactive inspections for child labor violations. The Government's National Plan to Eradicate Child Labor has expired, and hazardous child labor in agriculture and the commercial sexual exploitation of children continue to exist.

Statistics on Working Children and Education

Children	Age	Percent
Working	7-14 yrs.	20.2 (388,541)
Attending School	7-14 yrs.	96.2
Combining Work and School	7-14 yrs.	18.7
Primary Completion Rate		99.4

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ECH Survey, 2009.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Bolivia are engaged in the worst forms of child labor, including in agriculture and as victims of commercial sexual exploitation. Indigenous children are particularly vulnerable to the worst forms of child labor.(4, 5) Children work in dangerous activities to produce sugarcane and Brazil nuts, especially in the departments of Pando, Beni, Santa Cruz, and Tarija, although recent efforts and other factors have reportedly reduced the prevalence of child labor in these sectors.(5-18) Children's work in these types of agriculture commonly involves using potentially dangerous tools such as machetes, carrying heavy loads, and working long hours.(5, 7, 8, 13) Children often work alongside their families to harvest these crops. Some of these workers become indebted to their employers and are forced to work as long as the debt exists. Some workers may repay these debts quickly, but others cannot.(4, 7, 8, 16, 17, 19) Some indigenous Guaraní families live in debt bondage and work on ranches, including cattle ranches, in the Chaco region. This practice reportedly has been reduced in recent years, which may be partially attributed to increased attention to the region and land tenure reform.(4, 5, 11, 15, 19-23)

Children work in gold, silver, tin and zinc mines, where they spend long hours, often in enclosed spaces, and are exposed to dangerous tools and chemicals.(4, 5, 13, 24-26) Children also work as street vendors, shoe shiners and transportation assistants; they are exposed to multiple dangers, including severe weather, criminal elements and vehicle accidents.(13, 26, 27) Additionally, children

work in construction, which may require working long hours, carrying heavy loads or using dangerous tools and machinery.(13, 28, 29) Children are exposed to dangerous work in the production of corn and bricks. Although we have information that child labor was involved in the production of cotton and peanuts, there does not appear to be information on the size of the problem.(4, 21, 23, 28, 30, 31)

Children are used to transport drugs in the border areas with Chile and Peru.(32) Some Bolivian children from rural areas work as domestic servants in urban third-party homes, under circumstances that often amount to indentured servitude.(4, 11, 13, 19)

The commercial sexual exploitation of children, including child prostitution, is a problem in Bolivia, particularly in the Chapare region and in urban areas, including Santa Cruz, La Paz, El Alto and Cochabamba.(33-35)

Paraguayan children have been trafficked to Bolivia for the purpose of commercial sexual exploitation.(36, 37) The internal trafficking of Bolivian children for the purposes of prostitution, domestic service and mining also occurs.(5, 39, 40) Bolivian children are also trafficked to neighboring countries for forced labor and commercial sexual exploitation.(25, 39) Bolivian families reportedly sell or rent their children to work in agriculture and mining in Peru.(38) There have also been reports of Bolivian children forced into the production of garments in Argentina.(4, 39)

Laws and Regulations on the Worst Forms of Child Labor

The Child and Adolescent Code sets the minimum age for employment at 14.(40, 41) The Labor Code permits apprenticeships for children ages 12 to 14, with some restrictions.(41) Children under age 18 must have the permission of their parents or government authorities to work.(26, 41) The Child and Adolescent Code prohibits children under age 18 from taking part in hazardous activities such as carrying excessive loads, working underground, working with pesticides and other chemicals, working at night and working in the harvesting of cotton, Brazil nuts or sugarcane. The Code also requires employers to grant time off to adolescent workers ages 14 through 17 who have not completed their primary or secondary education so that they may attend school during normal school hours.(40)

The Constitution sets the compulsory school age through high school, or at about age 17, and establishes the right to free primary education.(15, 42) The 2010 Avelino Siñani-Elizardo

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	17
	Free Public Education	Yes

Pérez Education Law aims to guarantee equal educational opportunities for all, including those who are behind in school due to work.(43) During the reporting period, a directive in support of the new law was issued by the Ministry of Education that requires all public schools to offer an accelerated education program so that children who have fallen behind in school because of work have the opportunity to catch up.(44, 45)

Bolivia's Constitution prohibits forced or exploitative child labor, compulsory labor and any kind of labor without fair compensation.(26, 44) The minimum age for voluntary military service is 17; and for compulsory military service for males, it is 18.(45, 49) It is not clear if this provision permitting voluntary military service at age 17 meets international standards or whether children age 17 can engage in combat.

The 2010 Law for the Legal Protection of Children and Adolescents penalizes child labor, prostitution of minors, and trafficking offenses.(46, 47) The Law Against Trafficking in Persons and Other Related Crimes specifically prohibits child pornography and trafficking of minors for the purpose of prostitution and exploitation in illegal activities.(48)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor (MOL) is responsible for developing policies concerning child labor and leads an Inter-Institutional Commission to coordinate the various agencies and other entities involved in child labor issues.(27) The commission

includes several ministries and various NGOs, but coordination among members has been challenging and meetings have been infrequent.(11, 27, 49) The MOL also has a mandate to coordinate and develop policies to eradicate any form of servitude, and its Fundamental Rights Unit has the specific responsibility to protect indigenous people and eradicate forced labor.(50)

The MOL is responsible for enforcing child labor laws and employs 55 inspectors who investigate general labor complaints countrywide, an increase from 36 inspectors in 2010.(15, 47) As a MOL policy, these inspectors only respond to complaints and do not proactively inspect other workplaces.(27, 47, 51) Inspectors had improved access to plantations in the Chaco region.(15, 19, 23) Five inspectors are dedicated to investigating child labor violations in the areas identified by the government to have pervasive child labor, which is an increase from four inspectors in 2010. These child labor inspectors cover the sugarcane regions of Santa Cruz and Tarija-Bermejo, as well as Riberalta and Potosí, and they are able to make child labor inspections without being prompted to do so by a complaint.(3, 14, 22, 26, 50) From August through November 2011, the local child labor inspector in Santa Cruz reported that 44 labor inspections in sugarcane areas uncovered no violations of child labor in the production of sugarcane, although the inspections revealed that children sometimes accompanied their parents to the fields.(16) The MOL has developed a guide and conducted trainings in 2011 on child labor for all labor inspectors throughout the country.(44, 52-54)

The MOL has the authority to fine violators and to send cases to labor courts, which are responsible for enforcing penalties.(27) The MOL may also send cases to 1 of the 194 municipal Defender of Children and Adolescence offices that protect children's rights and interests.(15, 26, 27) Statistics on hazardous child labor—such as the number and nature of offenses, prosecutions, and penalties applied—are limited, and information on 2011 nationwide inspections is not available.(5, 15)

The Government of Bolivia supports the Bolivian Foreign Trade Institute's (IBCE) Triple Seal initiative that certifies production free of child labor, forced labor and discrimination in different sectors in Bolivia on a voluntary basis.(12) In 2011, a Steering Committee for zero child labor in sugarcane production was formed with support from the MOL and the participation of the regional government of Santa Cruz, municipal governments, the IBCE and NGOs.(12) During the 2011 sugarcane harvest season, a commission consisting of representatives from the Steering Committee and the

Ombudsmen's Offices for Children and Adolescents, with support from the MOL, inspected 388 of the approximate 4,000 existing sugarcane production plantations.(12, 16) An ILO-IPEC report indicated that the inspections found that 90 percent of the audited plantations no longer use child labor.(12)

Trafficking for sexual and labor exploitation is addressed by the Government's Special Police Investigative Units (SIU) and prosecutors.(27) Currently, there are 10 SIUs with 51 Bolivian National Police (BNP) investigators, and each city has prosecutors responsible for pursuing trafficking cases.(15, 47, 51) In 2011, two additional SIU offices were opened, one on the border with Argentina and another in the city of Potosí.(15, 47) During the reporting period, 35 BNP investigators, 30 prosecutors and 21 judges received training on trafficking issues.(15, 51) The SIU and BNP maintain telephone hotlines for the public to report child trafficking or the commercial sexual exploitation of children.(27)

In 2011, 250 trafficking cases were investigated. At year's end, 21 cases were in the trial phase and 254 cases were pending. Eight cases of trafficking were closed by pleas or convictions.(15, 47, 51) However, the statistics are not disaggregated to distinguish between children and adults.(15, 55) In June 2011, police and other government officials in Santa Cruz investigated and uncovered a prostitution network that trafficked minors for the purpose of commercial sexual exploitation. Eight minors were rescued and four adults were detained by police.(56)

Government Policies on the Worst Forms of Child Labor

The Government of Bolivia's policy framework to address child labor was the National Plan for the Progressive Eradication of Child Labor (2000-2010). The Plan identified mining, sugarcane harvesting, commercial sexual exploitation and domestic service as priority areas in combating exploitative child labor.(28, 57) However, a new plan was not established during the reporting period. Bolivia's poverty reduction strategy supported the goals and implementation of the National Plan for the Progressive Eradication of Child Labor through the coordination of government agencies and projects.(58) In addition, the strategies outlined in the National Program for Decent Work in Bolivia and the UN Development Assistance Framework (2008-2012) support efforts to eliminate the worst forms of child labor and to reduce poverty.(59, 60)

The 2008 Education for All (EFA) Global Monitoring Report published by UNESCO indicates that Bolivia will likely attain

the EFA goal of universal primary enrollment by 2015.(55, 61) However, secondary school attendance rates are low and many children are behind in school due to work.(6, 55, 62)

The Government of Bolivia's Transitional Plan for the Guaraní Communities addressed the forced labor of Guaraní families in the Chaco region and supported agrarian land reform and economic alternatives for Guaraní families.(19, 20, 23) However, international experts on indigenous rights issues have reported that bureaucratic challenges hindered implementation. They say that a more decentralized plan with additional resources is needed to adequately assist the families that have been subjected to forced labor.(11, 19, 23) Nonetheless, under the Transitional Plan, the Bolivian Government pursued a birth registration campaign, which provided identity documents for 2,500 Guaraní families.(23) Other recent efforts, including the Government's biometric election registration system, have also reached many previously hard-to-reach populations.(15, 54, 63)

The Government of Bolivia and other MERCOSUR countries are carrying out the Southern Child (*Niño Sur*) initiative to defend the rights of children and adolescents in the region. The initiative includes public campaigns against commercial sexual exploitation, trafficking, and child labor. It also seeks to encourage mutual technical assistance in raising domestic legal frameworks to international standards, and to promote the exchange of best practices related to victim protection and assistance.(64, 65) During the reporting period, MERCOSUR member-countries met to discuss violence against children, child trafficking and commercial sexual exploitation of children.(66)

Bolivia's Secretariat of Tourism is a member of the Joint Regional Group for the Americas.(67, 68) The Joint Regional Group, whose members also include Argentina, Brazil, Chile, Colombia, Ecuador, Peru, Suriname, Uruguay and Venezuela, conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America.(67) The Joint Group met in April in Quito to discuss efforts and advances in combating child sex tourism.(69) The Government of Bolivia also has a bilateral agreement with Chile to combat the worst forms of child labor, with a particular focus on child trafficking in the border areas.(70, 71)

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

The Government supports efforts to eliminate child labor in mines through awareness-raising, increasing educational opportunities and providing economic alternatives to families.(5, 72) The Government also works in collaboration

with UNICEF to promote an educational strategy targeting more than 3,000 children and their families who work in the sugarcane areas of Santa Cruz.(5) A 2011 UNICEF report highlighted one community in which children of sugarcane workers were attending school and working less.(14)

Bono Juancito Pinto, a government cash subsidy program for all primary school students, reportedly has contributed to increased rates of school attendance.(27) In 2011, the program received approximately \$55 million from the Government, which was an increase from \$50 million in 2009. Almost 2 million students participated in the program.(15, 47) It does not appear that research has been conducted on the impact of this program on child labor.

The Government participates in a 4-year USDOL-funded \$6 million project that works to reduce the worst forms of child labor through improved educational and livelihoods opportunities for families in Chuquisaca, La Paz and Santa Cruz.(73) The project began in 2010, and will assist 3,100 children and 1,300 households in both urban and rural areas. The project is also collaborating with the Ministry of Education to expand an accelerated learning program, Leveling (*Nivelación*), to the national level. The Leveling Program assists children who are behind in school because they work.(73) During the reporting period, the Ministry of Education issued a directive in support of the new education law that requires all public schools to offer an accelerated education "Leveling" curriculum so that children who are behind in school have the opportunity to catch up.(44, 45) The Ministry of Education adapted its national school enrollment form for the 2012 academic year, to capture statistics on the number of children enrolled in a Leveling Program in addition to the number of hours and the type of work children do.(11, 74) However, implementation of the Leveling curriculum requires additional education funding from the Government.(44)

The Government participates in a 4-year USDOL-funded \$6.75 million regional project to promote collaboration across four countries (Bolivia, Brazil, Ecuador and Paraguay) in order to combat the worst forms of child labor among the most socially excluded populations, including children of indigenous and Afro-descent.(10, 75) The project, which began in 2009, aims to rescue 6,600 children from the worst forms of child labor through education interventions in the four countries. The project also aims to build the capacity of government and civil society organizations to combat child labor, raise awareness and conduct research.(10, 75) The project intersects with another 4-year regional project in which the Government of Bolivia participates; it is funded by the Government of Spain and is aimed at eradicating child labor in Latin America.(10)

In 2011, a truck that was carrying children to work on chicken farms in the Chaco region had an accident. This brought much needed attention to the situation of approximately 50 children working in poultry production in eight rural communities.(11) In reaction to the situation, the MOL conducted labor inspections on the chicken farms, the producers signed agreements to eliminate child labor, the Ministry of Education provided an additional teacher to enable adolescents to attend high school and younger children to participate in an afterschool program, and an NGO assisted parents with improved livelihood opportunities.(11, 49)

The Government has made efforts to increase public awareness of trafficking through education campaigns for school children and by working with NGOs and international organizations on prevention activities.(76) The municipal Defender of Children and Adolescents offices assist victims of trafficking, often in cooperation with NGOs.(15, 77)

Despite these efforts, current programs do not appear to be sufficient to address the extent of the worst forms of child labor in Bolivia, particularly in the production of Brazil nuts, forced labor in the Chaco region and in urban work.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend legislation to prohibit children under age 14 from participating in apprenticeships.	2010, 2011
	Clarify whether the minimum age for voluntary military recruitment meets the standards established in ILO Convention 182.	2009, 2010, 2011
Coordination and Enforcement	Develop concrete mechanisms to improve the coordination of the Inter-Institutional Commission on child labor, including the frequency of meetings.	2009, 2010, 2011
	Extend labor inspections to include additional sectors and geographical areas.	2010, 2011
	Enable general labor inspectors to conduct unprompted inspections.	2011
	Regularly report statistics on child labor, including the number of investigations, prosecutions, sentences and penalties applied.	2009, 2010, 2011
	Report statistics on trafficking cases disaggregated by adults and minors.	2011
Policies	Establish and implement a new National Plan for the Progressive Eradication of Child Labor.	2010, 2011
	Develop and implement a new Inter-Ministerial Transitional Plan for the Guaraní Communities that promotes local governance and directly assists families that have been subjected to forced labor.	2009, 2010, 2011
	Further develop national policies to support the new Avelino Siñani-Elizardo Pérez Education Law that guarantees equal educational opportunities for all, including for children who are behind in school due to work.	2010, 2011
Social Programs	Assess the impact of the Bono Juancito Pinto Subsidy Program on child labor.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Allocate the needed resources for implementation of an accelerated learning program that supports the new Education Law and helps both primary and secondary school children who are behind in school due to work.	2011
	Develop strategies and devote the resources to improve attendance in secondary education.	2011
	Expand social programs to address the worst forms of child labor in areas where hazardous child labor exists, particularly in the production of Brazil nuts, in forced labor in the Chaco region and in urban work.	2009, 2010, 2011

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In 2011, Bosnia and Herzegovina made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government assisted victims of human trafficking by developing referral mechanisms for victims and training social workers in their application. However, some human trafficking laws at the state and entity levels fall below international standards, leaving children vulnerable to the worst forms of child labor. In addition, the Government did not provide funds to adequately implement the Decade for Roma Inclusion (2005-2015) Initiative, which could prevent Roma children from working in exploitative conditions. Children in Bosnia and Herzegovina continue to engage in the worst forms of child labor, including forced begging and commercial sexual exploitation.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	8.9 (44,017)
Attending School	7-14 yrs.	83.7
Combining Work and School	7-14 yrs.	10.6
Primary Completion Rate		69.6

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Bosnia and Herzegovina are engaged in the worst forms of child labor, primarily in forced begging including pickpocketing and sexual exploitation.(3-5) There are existing organized groups that traffic mainly ethnic Roma children and force them to beg.(5) Many children exploited for forced begging are under age 14.(6) Reports from the UN Committee on the Rights of the Child indicate that a majority of Roma children do not attend school, which makes them vulnerable to the worst forms of child labor.(4, 6, 7)

Children, especially girls, are trafficked for commercial sexual exploitation.(8) In particular, Roma girls are trafficked through the use of forced marriage for the purpose of domestic servitude.(5, 9) There is anecdotal evidence suggesting that the



Roma custom of paid and arranged marriages between families results in exploitation of Roma girls; however, the extent of the problem is unknown.(10) There are also reports of child pornography being produced in Bosnia and Herzegovina, although research has not revealed the magnitude of the problem.(11)

Laws and Regulations on the Worst Forms of Child Labor

The State of Bosnia and Herzegovina consists of two entities—Federation of Bosnia and Herzegovina (FBiH) and Republika Srpska (RS)—and a self-governing district, the Brcko District (BD).(12) Laws at the state, entity and district level regulate issues related to the worst forms of child labor with the primary responsibility for labor laws being at the entity and district levels.(3, 9, 13)

The Labor Codes of FBiH, RS and BD set the minimum age for work at age 15. Minors ages 15 to 18 are prohibited from working at night or performing work that endangers their health or development.(14-16) Specifically, FBiH, RS and BD law prohibit hard labor, working underground, underwater and other jobs that would risk the life, health or psychological development of minors.(14-16) However, according to the ILO Committee of Experts, there are no existing lists of specific forms of hazardous work prohibited to minors in any of the entities or district.(4)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Constitution prohibits forced and compulsory labor.(13) The Bosnia and Herzegovina Criminal Code dictates prison terms for actions that place or keep a minor in slavery.(17)

Criminal Codes of the State, FBiH and BD prohibit the illicit trafficking of narcotic drugs. However, the law does not include and specify provisions to prohibit the use, procuring or offering of a minor for this offense. The Criminal Code of RS specifies a provision under which any persons who use a child or minor to commit the above criminal act will be punished by imprisonment for a term of between 3 and 15 years.(4)

The FBiH, RS and BD Criminal Codes prohibit prostitution and penalize the production and distribution of child pornography.(17-19) The Bosnia and Herzegovina and FBiH Criminal Codes outlaw hiring a prostitute outside of the state where one resides or is a citizen.(17)

The Bosnia and Herzegovina Criminal Code prohibits trafficking minors for the purpose of sexual and labor exploitation.(17) The Criminal Codes of the FBiH and BD do not define human trafficking as a separate offense, and the Criminal Code of RS defines human trafficking as a distinct offense only for the purpose of prostitution. Further, the existing article on trafficking does not contain some of the action components of the trafficking term, such as transfer, recruitment and harboring.(18, 20)

In general, the State Criminal Code may also apply to both entities and the district. However, the authorities frequently fail to identify trafficking cases which results in prosecuting

these cases under other criminal statutes.(5, 20) For example, the existing laws at the entity level against “enticement to prostitution” permit the entity law enforcement to treat minors ages 14 and older as “juvenile prostitutes” instead of victims of rape or trafficking in persons.(6, 9) The Government has recognized the inconsistencies in legislation and all entity ministries have agreed to send the request for amendments to their Criminal Codes to their respective parliaments in early 2012.(9) In addition, the Criminal Codes at the entity and district levels are inconsistent and unclear; they are using different ages that do not meet the international standard for identifying a child, minor or juvenile, which is under age 18.(18, 19)

The Bosnia and Herzegovina Defense Reform Law ended conscription, and voluntary recruitment is not permitted for anyone under age 18.(21)

Primary education is compulsory for 9 years and is provided free. Secondary education is also free for 3 to 4 years.(4, 22) Although it is contingent upon the starting age of the child, education appears be compulsory to age 15. However, poverty and a lack of access to quality education remain obstacles for children who are minorities and living in rural areas.(4)

The authorities provide textbooks, meal allowances and transportation to Roma children who are citizens of the State. However, obstacles such as a lack of culturally sensitive school programs, verbal harassment and language barriers still prevent Roma children from attending and cause some children to drop out of school.(6) In addition, there are many undocumented children, mostly Roma, who are not granted access to school, health and social services because only citizens are entitled to these benefits.(6)

Institutional Mechanisms for Coordination and Enforcement

Research did not indicate that the Government of Bosnia and Herzegovina has established mechanisms at the entity or district levels to coordinate efforts to combat worst forms of child labor.

Currently, various institutions at the entity level are responsible for enforcing labor laws, including those on child labor.(9) The FBiH Ministry of Labor and Social Policy, the RS Ministry of Labor and Veterans and the BD Administrative Support Department oversee and enforce the Labor Codes of their respective jurisdictions.(3) There are 118 labor inspectors for FBiH, RS and BD.(3) Officials in these Ministries have reported that these numbers are adequate and that they have sufficient resources to carry out inspections. Labor inspectors

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are trained to detect child labor violations; however, child labor is not common in the formal sector.(3) During the reporting period, inspections were not conducted and there were no reports of child labor law violations.(3)

The Government of Bosnia and Herzegovina appears to have established a number of mechanisms to coordinate the efforts to combat human trafficking. The Office of the State Coordinator for Anti-trafficking, within the Bosnia and Herzegovina Ministry of Security (MOS), plays the lead role in anti-trafficking efforts at the state level, including a nationwide Inter-Ministerial Working Group to Combat Trafficking that includes a number of agencies.(3)

The Chief State Prosecutor chairs the Anti-Trafficking Strike Force, which is tasked with conducting operative actions.(20) The Strike Force includes prosecutors, financial investigators and police officers who target trafficking and illegal migration.(9) This agency is also charged with coordinating the collection of trafficking-related data from all enforcement agencies, whereas the Office of the State Coordinator's responsibility is to maintain and verify these data.(3) During their investigations, labor inspectors have not adequately focused on how children were trafficked into a begging ring or recruited for employment.(3, 9)

In December 2010 and January 2011, the Government exercised regional leadership in combating forced begging by executing large-scale raids against forced begging rings.(5) Fifteen children were rescued and placed in shelters. However, due to the entity's lack of trafficking specific laws, the Federation prosecutors failed to prosecute the perpetrator and victims were returned to their parents who were complicit in trafficking them.(9)

The Bosnia and Herzegovina State Prosecutor's Office has exclusive jurisdiction over trafficking cases under state-level law; it can decide which cases to prosecute at the state level and which ones to send to the entity level.(9) If the entities amend their criminal laws that relate to human trafficking as proposed in 2011, the state would have jurisdiction over international trafficking, while entities and Brcko Legislation would be amended to cover uniformly all other trafficking crimes.(9)

During 2011, there were 23 trafficking victims under the age of 18, and seven were foreign victims. Out of 27 assisted victims, 18 were minors. Four minors were victims of sexual exploitation, while four minors were trafficked for forced marriage; four minors were victims of forced begging.(9) During the reporting period, authorities received 19 criminal reports against 38 suspects, investigated 10 cases out of 19 suspects, prosecuted six out of nine persons and convicted

seven trafficking offenders. However, the Government did not initiate any new human trafficking investigations in 2011.(9)

The Government of Bosnia and Herzegovina was not proactive in identifying victims of trafficking in prosecuting some victims for acts that had occurred as a result of being trafficked.(5) Although such evidence is limited, there is some information from NGOs that foreign trafficking victims who were no longer needed in the prosecution process were deported by the Government without reintegration support(9)

Government Policies on the Worst Forms of Child Labor

The Government of Bosnia and Herzegovina is participating in an international initiative aimed at helping Roma populations that could benefit Roma children living and working on the streets.(23) The Decade for Roma Inclusion (2005-2015) is an initiative of 12 European countries to improve the socioeconomic status and social inclusion of Roma across the region. The Council of Ministers adopted a decision on allocation of funds from the state budget to address Roma's access to employment, housing and health care.(3, 6, 7, 24)

A recent evaluation of these policies for the 2009-2011 period showed that some progress has been made toward improving conditions for the Roma population.(24) The improved conditions were attributed to government-provided funding for the implementation of Action Plan in 2009, the completion of a Roma Census aimed at addressing the needs of Roma population, the adoption of the Roma Education Action Plan in 2010 and a published call for application for Roma self-employment and employment projects. However, despite these efforts, the Action Plan was not adequately implemented or sufficiently funded resulting in a decreased impact of the program.(24) The evaluation did not address the program's possible impact on children in the worst forms of child labor.

The trafficking of children for commercial sexual exploitation or forced labor is addressed in the Action Plan for Combating Trafficking in Human Beings in Bosnia and Herzegovina for 2008-2012.(3) The goals include 1) lowering the risk of trafficking among vulnerable groups; 2) advancing the procedure for identifying trafficking victims; 3) ensuring timely and adequate assistance to victims and witnesses of human trafficking; and 4) strengthening the criminal policy for acts of human trafficking and increasing the number of convictions and sentences. The Government continued to implement this plan during the reporting period.(3) In addition, the authorities hired the Criminal Policy Research Center of the Sarajevo University to evaluate the plan. The new National Action Plan is based on the recommendations from that evaluation.(9)

The Government has also signed bilateral agreements on cooperation in organized crime cases with Croatia, Serbia, Montenegro and Macedonia; however, it has no binding bilateral agreements regarding witness protection, which impedes its participation in international investigations.(9)

The Government does not collect reliable data on children who are forced to engage in begging, pickpocketing or prostitution. Roma organizations, in coordination with relevant government agencies, intend to develop an action plan to combat the problem of child begging, but it appears that the plan has not yet been completed.(3) It is unclear how this may impact the Government's ability to formulate and implement effective policies to address these problems.

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

The Government of Bosnia and Herzegovina did not provide funds for programs that are a part of Decade for Roma inclusion initiative in 2011.(3) The Ministry of Human Rights and Refugees, in cooperation with local Roma NGOs, spent \$2.1 million on programs focused on Roma housing, education, employment, health care and social inclusion in 2010. However, the progress of these programs has been stalled by the lack of allocated funds in 2011.(3)

The Government provides specialized training for government officials on recognition, investigation and prosecution of trafficking. However, the activities related to this training were limited due to a lack of allocated funding from the state budget.(9) The Ministry of Human Rights and Refugee (MHRR), in cooperation with other ministries, concluded Sustainable Interventions to Combat Trafficking in Persons in Bosnia and Herzegovina (SUSTAIN), an \$850,000 USAID-funded outreach program. SUSTAIN included the development of referral mechanisms for trafficking victims and the training of 176 social workers to apply those mechanisms.(9)

In addition, the MHRR provided small grants of \$46,000 to seven NGOs to provide basic needs such as counseling, education assistance and job training specifically designed for individual trafficking victims. Three of these seven NGOs provide shelters for domestic and foreign victims. The shelters assisted 21 trafficking victims, out of which 18 were minors.(9) Due to the political stalemate, the Ministry of Security had no budget for foreign victims or to assist NGOs in sheltering foreign victims. These shelters operated out-of-pocket during the reporting period.(9)

Research found no information indicating that there are social programs targeted towards children working on the streets, especially in forced begging and pickpocketing.

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Bosnia and Herzegovina:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend entity-level laws to make them consistent with state laws. Create comprehensive prohibitions against specific hazardous activities.	2009, 2010, 2011
	Add a provision in the Criminal Code that prosecutes using, procuring or offering a minor for illicit trafficking of narcotic drugs at the state and entity levels.	2011
	Coordinate and adopt entity-level laws that include and clarify the prohibitions against trafficking for sexual purposes, and trafficking for labor and prostitution in general.	2011
	Amend all criminal codes that contain the terms child, minor or juvenile, with a specific reference that these terms include individuals under age 18.	2011
	Amend the Criminal Code of BiH to prohibit using children under age 18 for prostitution in their place of residence.	2011
	Ensure that appropriate laws are applied to human trafficking, so victims can receive services and prosecutions are carried out in accordance with the law.	2011
Coordination and Enforcement	Establish coordinating mechanisms at the state and entity levels to combat all worst forms of child labor. In particular, develop a communication mechanism between labor inspectors and the Trafficking Strike Force, so that fraudulent employment offers and forced begging cases are properly monitored and documented.	2009, 2010, 2011

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Area	Suggested Actions	Year(s) Action Recommended
Policies	Assess the impact of policies addressing the social inclusion of the Roma population on the worst forms of child labor.	2010, 2011
	Allocate funding for social programs, especially those that target the Roma population.	2011
	Collaborate with Roma organizations to formulate an Action Plan to combat child begging.	2009, 2010, 2011
	In collaboration with the ILO, set up standards and methodology for data collection related to children involved in the worst forms of child labor, particularly those engaged in begging, pickpocketing and prostitution in order to enhance policymakers' ability to identify problems more accurately and to address them more effectively.	2009, 2010, 2011
	Establish a policy on witness protection in order to be able to participate in international investigations on trafficking.	2011
Social Programs	Institute programs to assist street children and address children's involvement in begging and pickpocketing rings.	2009, 2010, 2011
	Increase efforts in funding NGOs to assist Roma families in the registration process for the proper citizenship documentation that entitles their children access to school.	2011

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In 2011, Botswana made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor finalized a sustainability plan in which labor inspectors will work with local leaders and Village Development Committees to identify and refer cases of child labor to social workers. The Government appointed the Ministry of Defense, Justice and Security as the lead ministry for trafficking matters and increased actions to combat trafficking. The Government also trained educators and social workers to explain the importance of education to parents and to help them overcome issues preventing children from attending school. In addition, the Labor Code does not define hazardous or light work or a list of hazardous occupations prohibited to children has not been established. There is also no law establishing an age through which education is compulsory. Children in Botswana continue to engage in the worst forms of child labor in livestock herding in rural areas and domestic service in urban centers.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		94.2

Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Some children in Botswana are engaged in the worst forms of child labor, including in livestock herding and domestic work.(3-9) Children often work for little or no pay as herd boys on family cattle posts.(3, 8, 9) Boys manage herds of livestock in isolated areas for days without proper food and shelter.(3, 5) During the reporting period, the Ministry of Labor and Home Affairs (MOLHA) Minister cited statistics according to which over 25,000 children under the age of 15 are working on farms and cattle posts.(3)

Children also work in domestic service. Parents from rural areas send their children to the city to live with wealthier families and to work as domestic servants.(3, 4, 9) The MOLHA



Minister reported that over 1,500 children are working in domestic service.(3, 4, 9) These children may work long hours and face physical and sexual abuse from their employers.(10)

Children in Botswana also work in dangerous activities in agriculture.(6, 11, 12) They may perform unsafe tasks such as using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(12)

Botswana is a source and destination country for children trafficked for the purposes of forced labor and sexual exploitation.(3, 9) Botswana girls are prostituted by truck drivers in bars and along major highways.(3, 9) Research suggests that HIV/AIDS impoverishes families and pushes children into child labor, with those orphaned by HIV/AIDS among the most susceptible to trafficking.(9, 13, 14)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act establishes the minimum age for employment at 14.(15, 16) The law forbids employers from using "young persons," defined as children ages 14 to 18, when the nature of the job or the conditions under which it is carried out might endanger the life or health of a child.(15) Family members may employ their own children if these children do not attend school. They must be at least age 14, work for 30-hours a week or less and perform light work that is not harmful to their health or development.(15) Gaps between the legislative framework and the National Action Plan for the Elimination of Child Labor (NAP) were identified, resulting in the crafting of proposed amendments for certain provisions in the Employment Act.(17) During

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the reporting period, the Government set up a working group, and funded and collaborated with ILO consultants and NGO stakeholders to compile a hazardous work list.(3) The regulations for the hazardous work list were finalized and submitted to the Commissioner of Labor who was to present them to the Cabinet.(17) As of the end of the reporting period, however, the law did not define hazardous or light work more specifically, nor did it establish a list of hazardous occupations prohibited to children.(3) The law also lacks protections for children involved in domestic work.

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	16
	Free Public Education	No

The Government of Botswana does not have a law specifically prohibiting trafficking in persons.(3, 18) However, the Penal Code and the Criminal Procedure and Evidence Act punish persons for kidnapping, child stealing, abduction and slavery, including those who “traffic or deal in slaves.”(19-21) These laws also punish the offense of rape, indecent assault and defilement of any person, with specific provisions against the unlawful defilement of anyone under age 16. Also prohibited is the procurement of any person for the purposes of prostitution.(21) Child pornography is a criminal offense in Botswana.(20) The law specifically protects adopted children from being exploited for labor, and orphans from being coerced into prostitution.(20) The Employment Act prohibits forced labor.(15)

While the Children’s Act specifically prohibits the trafficking of children, it does not define child trafficking.(9, 22) It is unclear whether these laws fully protect children from all forms of

trafficking. During the reporting period, the Attorney General began working with UNODC to draft comprehensive anti-trafficking legislation to present to Parliament in 2012.(23) Current laws do not specifically protect against sex and labor trafficking to Botswana.

Although basic education is not free, there were government reports to the UNESCO Institute of Statistics that education is compulsory until age 16.(8, 24-26) However, children from poor families are exempted from paying school fees and also receive free meals.(25) The lack of a free primary education requirement may increase the risk of children’s involvement in the worst forms of child labor.

Military service is voluntary, and the Botswana Defense Force Act prohibits recruitment officers from enlisting persons younger than age 18.(27) There are also no laws that specifically prohibit the use of children in illicit activities, including drug trafficking.

Institutional Mechanisms for Coordination and Enforcement

The Government has an Advisory Committee on Child Labor that includes representatives from government agencies, various NGOs, workers’ federations and employers’ organizations. The Advisory Committee facilitates the oversight of child labor issues among all stakeholders.(3, 5, 20) The Department of Labor within MOLHA coordinated with the Department of Social Services to raise awareness and advocate against exploitative child labor.(3, 9, 28)

MOLHA has the overall responsibility for enforcing child labor laws and policies.(3, 9, 20) The Commissioner of Labor within MOLHA is tasked with investigating workplaces that are suspected of violating child labor laws and is authorized to end employment relationships involving children.(11, 15) The Labor Inspection Unit under the Labor Commissioner’s Office is charged with enforcing the Employment Act, which includes those provisions related to the employment of children, within the scope of its labor inspections.(3, 28) It is unclear how many labor inspectors are employed by MOLHA. The child welfare divisions of the district and municipal councils are also responsible for enforcing child labor laws at the local levels.(11, 29)

In 2011, MOLHA conducted 2,291 routine labor inspections, which included verifications of compliance with child labor laws on farms and in manufacturing and other industries. None of the labor violations found involved children.(3, 8) It is unclear why these inspections did not uncover cases of child

labor. In March 2012, some family health workers employed by the government received training intended to raise awareness of child labor amongst those with a strong presence and networks at the community level.(17)

During the reporting period, the Government took steps to combat trafficking in persons and appointed the Ministry of Defense, Justice and Security (MDJS) as the lead ministry responsible for trafficking matters. Additionally, the Government initiated monitoring of suspected trafficking cases.(23) Furthermore, the Government initiated a campaign to increase birth registrations to combat trafficking sustained by identity fraud and more than doubled the number of officers sent to anti-trafficking trainings from the last reporting period; increasing to 185 police, immigration and labor officers. Despite significant efforts to address trafficking in Botswana it is reported that deficiencies in the way police handle cases of violence against women and children, such as targeting women in prostitution but not procurers or accomplices, as well as a lack of sufficient sensitization and investigative skills, are constraining the ability to identify, prosecute and prevent trafficking.(23) In addition, the Penal Code and the Criminal Procedure and Evidence Act have not been used to prosecute or convict any trafficking offenders.(9)

Government Policies on the Worst Forms of Child Labor

In February 2008, the Government of Botswana adopted a NAP for the elimination of the worst forms of child labor. The Plan's action items include addressing legislation and policy gaps, raising awareness, designing programs better targeted to address child labor, and providing training for relevant stakeholders and implementers.(11, 30) The MOLHA allocated money to the Department of Labor specifically for child labor issues in the national 2012-13 budget.(17)

One policy specifically focused on vulnerable children is the National Plan of Action for Orphans and Vulnerable Children (OVC), which is in effect until 2016. This Plan aims to respond to challenges faced by OVC within Vision 2016, the 2010 National Development Plan (NDP 10) and the Second National Strategic Framework (NSF II).(31) It will also facilitate decentralized operational planning, serve as a communication tool among key players, provide a long-term perspective for planning within a broad child protection framework, and facilitate the operationalization of the Children's Act (2009) and other OVC-related regulations.(31)

The actual implementation of the NAP is ongoing, but NAP policies are being mainstreamed into the NDP 10, the primary school curriculum, and institutional plans for the Ministry of Education and the Botswana Police.(17, 32) Child labor training has been mainstreamed into service training for the Botswana Police, and efforts to mainstream child labor into the police curriculum are underway.(17)

The Presidential Task Group on Long-Term Vision for Botswana's Vision 2016 strategy acknowledges that parents sometimes intentionally choose not to send their children to school.(33) The strategy proposes providing universal access to school and helping improve families' socioeconomic conditions so that children in poor and rural areas are no longer viewed as essential sources of labor and income.(34) The UN Development Assistance Framework for Botswana (2010-2016) includes the goal of reducing child labor to help create a protective and supportive environment for children.(34)

The Botswana National Youth Policy (NYP), which began in 1996, addresses issues affecting youth, such as abuse of young people and the high number of young people who are not in school.(35, 36) NYP activities also include government-funded programs and nationwide seminars to encourage youth entrepreneurship and engagement in business activities.(25) The impact of the NYP on the worst forms of child labor has not been studied.

During the reporting period, the Ministry of Education, the Department of Social Services and the Botswana Police began actively implementing their action plans, which include efforts to address child labor.(32) The Department of Social and Community Development is developing tools to support the enforcement of the Children's Act, and the Department of Justice agreed to include "children used by adults to commit crime" in the Child Justice data collection tool. The Ministry of Gender and Child Welfare also implemented several components of its action plan, including the safety and protection of children and reaching out to children in need.(32)

The Ministry of Labor, with input from social partners, has finalized a sustainability plan in which child labor will become part of the daily operations of labor inspectors who will work closely with Village Development Committees. These Committees consist mostly of local volunteers and local leaders who identify and refer cases of child labor to social workers.(17, 25) Another significant part of this plan is that schools will be charged with monitoring school attendance to promote retention.(17)

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

The Government of Botswana continues to participate in the regional project Towards the Elimination of the Worst Forms of Child Labor, Phase II (TECL II), which is a USDOL-funded project aiming to combat the worst forms of child labor in the southern African countries of Botswana, Namibia and South Africa.(30, 32) In Botswana, the project supports the Government-endorsed NAP and targets children working in agriculture, with a special focus on providing educational services and mitigating the impact of HIV/AIDS. The goal of TECL II is to mainstream child labor issues into the legislative and policy frameworks, and to withdraw and prevent 2,100 children from engaging in the worst forms of child labor in Botswana.(30, 32)

Several studies on child labor in the agricultural sector and the impact of HIV/AIDS on child labor were conducted through TECL II, which will be used to determine future program planning based on the most affected children and localities with high concentrations of child labor. The HIV/AIDS study was considered when drafting the new national HIV/AIDS policy.(32)

The Government of Botswana signed a memorandum of understanding with the ILO-IPEC, continuing their partnership in the Decent Work Country Program (DWCP) Agenda 2007-2015 for the Southern Africa sub-region.(32) The DWCP for the sub-region is part of a broader action plan to eliminate the worst forms of child labor in Africa by

2016.(30, 32) The Program focuses on employment creation, social protection, tripartism, social dialogue and worker's rights. Through addressing socioeconomic issues, the DWCP also helps address HIV/AIDS and child labor issues.(32) The Government is operationalizing the DWCP that was adopted in 2011.(17)

In 2011, the Government instituted a stay-in-school program in which educators and social workers collaborate to help keep children in school by explaining the importance of a child's education to parents and by working to overcome problems preventing children from attending school.(3) The Government also conducted a comprehensive census and funded the ILO to conduct additional work in the area of child labor, suggesting more information might be available next year.(3) This ILO project, implemented in Gaborone and Francistown by Childline and Humana, aimed to help child laborers return to school and to keep at-risk children in school.(25)

The Government of Botswana, in partnership with the Baylor International Pediatric AIDS Initiative, provides care and treatment to HIV-infected infants and children. The Teens Club, formed through this initiative in 2005 had approximately 200 members in 2011.(25)

Along with instituting programs through the Ministry of Education and the Department of Social Services, the Government increased campaigns to raise awareness of child labor.(3) The Government, through its ministries and in partnership with Childline, UNICEF and other NGOs, conducted a national awareness campaign on exploitative child labor.(3, 9)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend labor laws to—	
	• Specifically define light work and identify the types of hazardous work prohibited for children.	2009, 2010, 2011
	• Extend protection to all children working in the worst forms of child labor in domestic service.	2010, 2011
	• Ensure free education for all children.	2010, 2011
	• Protect against international sex and labor trafficking.	2011
	• Prohibit the use of children in illicit activities.	2011
	• Clarify whether laws fully protect children from trafficking and take measures to strengthen these laws if they do not.	2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Improve the ability of the police force to identify, prosecute and prevent trafficking by addressing how police handle cases of violence against children through training and sensitization.	2011
	Ensure enforcement of anti-trafficking laws.	2011
Policies	Assess the impact of the NYP on the worst forms of child labor.	2011
Social Programs	Assess the impact of the National Operational Plan for HIV/AIDS on child labor.	2011

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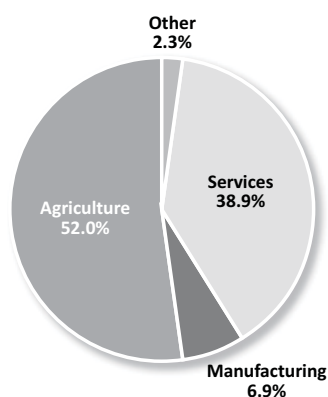
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In 2011, Brazil made a significant advancement in efforts to eliminate the worst forms of child labor. The Government approved the Law of Social Assistance, which officially established the National Single System of Social Assistance (SUAS) to coordinate efforts to eradicate poverty, including the National Program to Combat Child Labor. This law makes state and municipal funding for the social programs under the SUAS mandatory for the first time. The Government of Brazil established the Brazil Without Misery Program to lift 16 million people out of extreme poverty, which targets child labor. It will allocate \$10.8 billion per year to this program through 2014. As part of its robust inspections system, Brazil conducted 7,024 child labor inspections and allocated \$1.7 million to child labor inspections. Despite these efforts, gaps in enforcement remain. Judges issued work permits for children under age 16, to perform, in some cases, hazardous work such as scavenging, construction and fertilizer production. Children continue to be involved in the worst forms of child labor, including in hazardous activities in agriculture and street work.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	4.2 (1,380,489)
Attending School	5-14 yrs.	96.5
Combining Work and School	7-14 yrs.	4.8
Primary Completion Rate		Unavailable

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis, 2009.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Brazil are engaged in the worst forms of child labor, mainly in hazardous activities in agriculture and street work. The majority of them work in agriculture, particularly in the northeastern region.(3, 4) Reportedly, children are engaged in the production of apples, babassu, beans, cashews, citrus, cocoa, coffee, corn, manioc, pineapple, rice, strawberries, sisal, sugarcane, tobacco and tomatoes.(5-27) Such children may work long hours, use dangerous tools and be exposed to the elements, pesticides and physical injuries.(7, 10-12, 28) Children also work in cattle ranching and animal slaughter, including for beef production. Children who work in animal slaughterhouses are exposed to unsanitary conditions and sharp knives.(8, 29-31) Limited evidence suggests that children produce charcoal, ceramics and bricks; mine gem stones; and break rocks into gravel. These children may carry heavy loads and be exposed to the elements and physical injuries.(28, 32-37)

A 2010 study found more than 23,000 street children, predominantly males, working in 75 cities. Some children perform hazardous work in construction, car repair, garbage scavenging; they also work in the production of leather, garments and footwear.(28, 38, 39) The children work long hours and face a variety of safety and health risks, including exposure to the elements and toxic substances, and are at risk for physical injuries.(28, 38) According to the

Brazil

Ministry of Health, it is reported that in the state of São Paulo, children who work in the footwear sector suffer more occupational injuries than children working in other sectors do.(40)

Some children in Brazil work as domestic servants. In the state of Ceará, more than 25,000 children work in domestic service in third-party homes.(41, 42) Child domestic workers may be subjected to long hours and are vulnerable to physical and sexual exploitation by their employers. Children and adolescents are also engaged in prostitution and sex tourism, including along highways, at truck stops and bus stations, and in brothels near mining settlements in the Amazon region.(43-46) Children are reportedly engaged in pornography. Children are trafficked internally and internationally for the purposes of commercial sexual exploitation and forced labor.(32, 47) In the cities of São Paulo and Rio de Janeiro, children are sometimes recruited into criminal gangs to work in the drug trade.(48, 49)

Laws and Regulations on the Worst Forms of Child Labor

The Constitution and the Labor Code set the minimum age for work at age 16.(50, 51) Decree No. 6.481 of 2008 prohibits hazardous work for children under age 18. It lists 93 hazardous activities within 13 occupational categories from which children are barred.(52) These occupational categories include agriculture, livestock raising, fishing, mining, car repair, manufacturing, construction, transport, domestic and health services. Hazardous activities include garbage scavenging, fertilizer production and street work.(52)

However, it appears that not all judges are familiar with the requirements of the child labor legislation. In October 2011, the Brazilian News Agency reported that between 2005 and 2010, judges authorized more than 33,000 children under age 16 to work. Some of these authorizations were for children performing hazardous activities such as scavenging, construction and fertilizer production.(53) During the reporting period, the National Council of the Public Ministry issued a recommendation requesting that judges who issued these authorizations submit copies to the Public Ministry for review. The recommendation also suggests that judges reconsider the previously issued work authorizations. Those judges who decide to revoke the issued authorizations can request that the Federal Labor Prosecutor place the affected children in

apprenticeship programs.(54) However, it is unclear whether this recommendation will deter judges from issuing work authorizations to children under the age of 16 to perform hazardous activities. The Forum for the Eradication and Elimination of Child Labor has requested that the National Justice Council provide guidelines to judges on issuing work authorizations.(55)

	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	18
	Free Public Education	Yes

The Penal Code penalizes commercial sexual exploitation, forced labor and trafficking in persons for the purpose of sexual exploitation internationally and domestically. However, the Penal Code's definition of trafficking in persons does not include labor exploitation as a criminal offense.(56, 57) The Government grants permanent visa status to foreign victims of human trafficking.(58)

The Statute of the Child and Adolescent prohibits child pornography.(59) Decree No. 6.481 prohibits the use of children in the sale of illegal drugs and Law 11.343 of 2006 punishes individuals who involve, or attempt to involve, children in drug trafficking-related activities.(52, 60)

The minimum age for recruitment and enlistment in the armed forces is 18.(61) The Constitution establishes free and compulsory education until the age of 18. A 2009 UNICEF study reported that rural areas in the Northeast face challenges in providing access to education.(50, 62) School infrastructure is precarious; some schools do not

have running water, electricity or toilets. Transportation is not always available because of aging buses, long distances and bad road conditions.(62) Some children do not have birth certificates, which hinders their access to education.(62) A 2010 World Bank study found that only approximately 60 percent of youth enrolled in secondary education complete their schooling, and an estimated 44 percent were overage for their grade.(63)

Institutional Mechanisms for Coordination and Enforcement

The National Council for the Rights of Children and Adolescents (CONANDA) is the national body that coordinates policies to protect children's rights and monitors their implementation.(64) The National Committee for the Elimination of Child Labor leads the implementation of the National Plan for the Prevention and Elimination of Child Labor and the Protection of Working Adolescents. It is coordinated by the Ministry of Labor and Employment (MTE) and includes 17 government agencies, along with representatives from trade unions, business associations and civil society organizations.(65, 66) The Intersectoral Committee to Combat Sexual Violence against Children and Adolescents monitors the implementation of the National Plan to Combat Sexual Violence against Children and is led by the Presidential Office's Secretariat of Human Rights (SDH).(67) In 2011, the Ministry of Justice (MOJ) established an inter-ministerial committee to develop the Second National Plan to Combat Trafficking in Persons (2011-2015).(68)

The MTE conducts labor inspections, enforces child labor laws and monitors child labor. Its 3,061 labor inspectors work in all 26 states.(69) In 2011, it carried out 269,253 labor inspections—including 7,024 child labor inspections—removed 10,362 children from child labor and imposed fines of more than \$730 million.(69, 70) The MTE regularly trains inspectors on child labor issues. All labor inspections are planned by regional offices, based on MTE's goals, analysis of labor market data and available human and financial resources.(69, 71) In 2011, the Government of Brazil allocated \$1.7 million to child labor inspections.(72)

To strengthen labor inspections and coordinate activities with other law enforcement agencies, the MTE requires that labor inspectors give immediate priority to cases of child labor. Inspectors have a maximum of 10 days to submit information about inspection results, which is available on the online monitoring system, Information

System on Child Labor Hotspots (SITI).(73) If MTE labor inspectors find children engaged in commercial sexual exploitation, domestic work or other prohibited activities, they must report these cases to the local guardianship council, which will work with the Federal Labor Prosecutor's Office (MPT) and the police to conduct investigations.(73) During the reporting period, the MTE established a specialized mobile unit to monitor labor conditions in construction sites, which plans to perform 120 inspections between 2012 and 2015.(74)

The MPT also prosecutes child labor violations.(75) It works through the 24 prosecutors of MTE's National Committee to Combat Child Labor, an in-house body that directs MTE's efforts to combat child labor. The MPT monitors the implementation of child labor policies and the required allocation of 5 percent of municipal budgets to initiatives to protect children's rights, and carries out awareness-raising campaigns.(76, 77) In 2011, it worked with the state of Ceará to raise awareness in 130 municipalities.(78)

To investigate and combat forced labor, including forced child labor, the MTE has a special mobile unit composed of labor inspectors, the Federal Police (FP) and federal labor prosecutors. In 2011, the unit conducted 151 operations, inspected 295 worksites and rescued 2,234 workers from forced labor conditions.(69, 79) The Government allocated \$4.1 million to forced labor inspections.(69) During the reporting period, the Ombudsman of São Paulo filed a civil suit against a clothing company and the Supreme Labor Court upheld a ruling against a Senator from the State of Tocantins accused of forced labor; he was ordered to pay approximately \$41,000 in fines. In December 2011, the First Federal Court of Maraca, State of Pará, sentenced two individuals to 7 years and 10 months, and 5 years and 7 months, respectively, for using forced labor.(69)

In 2011, the MTE set guidelines to strengthen forced labor inspections and improve inter-agency coordination. The guidelines expand labor inspectors' portfolios to include cases of forced labor; require that labor inspectors work with the MOJ and other government agencies when they find foreigners who have been trafficked and work under forced labor conditions; and establish that the MTE's Secretary of Labor Inspections will coordinate all forced labor inspections.(80) In addition, the MTE, the Federal Prosecutor's Office (MP) and the Immigration Support Center established an agreement to create a fund to assist victims of forced

labor, particularly immigrants from Bolivia, Paraguay and Peru.(74)

To enforce laws against the trafficking and commercial sexual exploitation of children, SDH coordinates a hotline, Dial 100, that directs complaints to appropriate institutions for follow-up; its budget was \$3.3 million in 2011. Between January and August 2011, Dial 100 received 380,619 complaints.(72, 81) Safernet Brazil receives online complaints about human rights violations, including child pornography and human trafficking; in 2011, it received more than 20,000 online complaints related to child pornography and 450 related to human trafficking.(82, 83)

During the reporting period, the FP and the MP carried out operations to combat human trafficking. The FP conducted 67 investigations and the MP convicted six individuals with sentences ranging from 3 to 8 years. No information is available about how many of these cases were related to child trafficking. In January 2012, Mexico extradited a German national to Brazil for engaging in human trafficking; he was convicted and sentenced to 5 years and 6 months in prison.(74)

In 2011, the Government began to operate a comprehensive monitoring system to collect information on cases of the worst forms of child labor, including child trafficking, pornography and forced labor, throughout the country. It also trained law enforcement officials, diplomatic and consular officers, airport security personnel, public agents and court officials on human trafficking.(74)

Government Policies on the Worst Forms of Child Labor

The National Plan for the Prevention and Eradication of Child Labor and Protection of Working Adolescents and the National Program to Eliminate Child Labor (PETI) guide government efforts to combat child labor.(84, 85) The National Plan to Combat Sexual Violence against Children and Adolescents lays out the strategy to combat sexual violence and commercial sexual exploitation. The Second Plan to Combat Forced Labor establishes the policy framework to address forced labor.(86, 87) In 2011, the Government developed the Second Plan to Combat Trafficking in Persons to guide its efforts to combat human trafficking, which included consultations with stakeholders.(68, 88)

The Government has included child labor in the following policy instruments: the National Plan to

Promote and Protect the Rights of Children and Adolescents for Family and Community Life, the National Development Plan (PPA) (2008-2011), the National Education Plan (PNE), the National Human Rights Program, the National Decent Work Plan (2011-2015), the More Education Program and the National Policy and Decennial Plan for the Human Rights of Children.(89-95)

In 2011, the Government approved the Law of Social Assistance, which seeks to ensure that the basic needs of vulnerable populations are met, and it officially established the National Single System of Social Assistance (SUAS) to coordinate efforts to eradicate poverty, including PETI.(96) This law also requires federal, state and municipal governments to allocate funding for the various programs under the SUAS. Previously, contributions from state and municipal governments were not mandatory.(96)

During the reporting period, the Government of Brazil launched the Brazil Without Misery Program to lift more than 16 million people out of extreme poverty in rural and urban areas by expanding social protection programs, improving productivity and job skills, and providing access to basic services.(97) The Program also seeks to combat child labor, provide education to children and assist persons living on the streets. As part of the implementation of the Brazil Without Misery Program, the Government has established a set of programs to promote access to vocational training, employment, microcredit and electricity for persons living in extreme poverty.(98-101) This initiative will have a budget of \$10.8 billion per year through 2014.(69)

The Government of Brazil released preliminary results of the 2010 National Census. It will publish information related to child labor at the end of 2012.(102) Based on the initial results, a leading Brazilian newspaper reported that more than 1 million children ages 10 to 14 work in Brazil and that 132,000 households are headed by children ages 10 to 14.(4, 103) The Government also conducts an annual child labor survey that helps identify children who are engaged in child labor.(69, 104) However, it does not conduct in-depth research on hard-to-reach populations, such as children engaged in drug trafficking, domestic service and commercial sexual exploitation, or on child victims of forced labor or child labor in indigenous communities.

In 2011, the State of Bahia approved a policy to address human trafficking and established a program to

implement Bahia's Decent Work Agenda, which includes child labor as one of its priority areas. In addition, the State of Mato Grosso established a plan to combat trafficking in persons.(105-107)

In 2011, the Brazilian Congress allocated approximately \$182 million to combat child labor, including \$165 million for the provision of social services to child laborers and \$17 million for scholarships.(72) The 2009 National Household Survey determined that more than 3,200 municipalities in Brazil carry out actions to combat child labor.(108) However, the Government of Brazil does not have a monitoring system to track the implementation of child labor policies, which could be used to identify needed technical assistance for local communities, and to share best practices.

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

The Government's key program to combat child labor is PETI, a conditional cash-transfer program aimed at families with working children who commit to keep their children in school and out of work. Program beneficiaries receive tailored social services based on their needs and grade of vulnerability.(85, 109) PETI is currently carried out in more than 3,500 municipalities, and more than 820,000 children have benefited from the Program. It tracks project beneficiaries through a national monitoring system.(85, 110)

To combat poverty, the Government of Brazil has established *Bolsa Familia*, a separate conditional cash-transfer Program that supplements family income. One of the conditions for families to participate in this Program is that children under age 18 must attend school regularly. More than 13 million families participate in the Program.(111, 112) In September 2011, *Bolsa Familia* increased the number of children in the same household who could receive benefits from three to five. The Government allocated more than \$8 billion to *Bolsa Familia* in 2011.(72, 113) A 2012 study found that *Bolsa Familia* has increased enrollment and grade promotion and reduced drop-out rates in grades five to eight of poor children who are vulnerable to leave school and engage in child labor.(114)

The Ministry of Social Development and Fight Against Hunger coordinates the implementation of PETI and *Bolsa Familia*, and monitors family and child beneficiaries through the Single Registry Social Programs.(115)

Although PETI and *Bolsa Familia* have reduced child labor in Brazil, challenges remain. Research has found that some vulnerable families continue to value children's work over their education.(84, 116) Some PETI and *Bolsa Familia* beneficiaries are not fully complying with program requirements, and reports states that some children do not attend school while others combine school and work.(117-120) Because of PETI's decentralization, local communities are responsible for its implementation; however, they do not have the resources to provide after-school programs, particularly in the northeastern region.

The Government of Brazil implements the National Plan for the Prevention and Eradication of Child Labor and Protection of Working Adolescents, the National Program to Combat Sexual Violence against Children and Adolescents and the Second Plan to Combat Forced Labor. During the reporting period, the Government carried out public campaigns to combat the worst forms of child labor, the commercial sexual exploitation of children, human trafficking and forced labor, and it assisted victims of such practices.(57, 69, 74, 121-123) It partnered with shelters and health facilities that help victims of trafficking and trained staff at more than 600 centers to provide social services to those victims. It also worked with the private sector and NGOs to raise awareness of child sexual exploitation and human trafficking.(69, 74)

In January 2012, the Government included 5,000 rural schools in 26 states within its More Education Program, which seeks to expand educational services such as after-school activities, to provide remedial activities to reduce dropouts and repetition as well as to prevent child labor.(95, 124)

The Government of Brazil participates in a 4-year, \$4.9 million USDOL project that supports the State of Bahia in becoming the first state free of child labor. This initiative is being carried out in 18 municipalities and provides educational services to more than 14,000 children, including Afro-descendent children.(125) In 2011, this project, along with MPT, published a guide to help state and local governments to develop child labor initiatives; it was launched at an event that gathered local officials from all of 417 Bahia's municipalities to discuss child labor.(126, 127)

In addition, the Government of Brazil participates in a 4-year, \$6.75 million regional project that promotes South-South cooperation among Brazil, Ecuador, Bolivia and Paraguay to combat child labor. The project aims

Brazil

to rescue 6,600 children from exploitative work and provide social services to 1,200 families.(128) In Brazil, it will benefit 2,310 children and 420 families.(128) As part of this initiative, in October, the ILO and Matos Grosso's Regional Office of Labor and Employment, along with other state government agencies and the private sector, launched a child labor initiative that will provide educational services to 6,000 children and offer livelihood opportunities to 1,200 families, including vocational and apprenticeship programs.(129)

Brazil also receives funding and technical support from other international donors and organizations to combat child labor, forced labor, commercial sexual exploitation of children and human trafficking.(130) In 2011, the Government continued to participate in an initiative to combat forced labor funded by USDOS, which raised awareness of labor law violations, strengthened the capacity of the private sector to combat forced labor and increased the knowledge of how to prevent forced labor throughout supply chains.(131)

During the reporting period, the Government of Brazil continued to partner with the Governments of Haiti and the United States, and with the ILO to combat child labor in Haiti.(132, 133) It also supports

the implementation of the Decent Work Agenda, including the exchange of best practices to combat child labor in Africa and Latin America(134, 135). The Government of Brazil participates in other regional initiatives to combat child labor, such as MERCOSUR's Southern Child Initiative and the Joint Regional Group for the Americas.(136, 137) *Niñ@Sur* defends the rights of children and adolescents by carrying out public campaigns against commercial sexual exploitation, trafficking and child labor; encouraging mutual technical assistance in raising domestic legal frameworks to international standards on those issues; and promoting the exchange of best practices related to victim protection. In December, *Niñ@Sur* member-countries met to discuss violence against children, child trafficking and commercial sexual exploitation of children.(136, 138)

Brazil's Ministry of Tourism is a member of the Joint Regional Group for the Americas, whose members include Argentina, Bolivia, Chile, Colombia, Ecuador, Paraguay, Peru, Suriname and Uruguay. The Joint Group conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America.(137) In 2011, the Joint Group met to discuss initiatives carried out by member-countries and progress made to combat such practices.(139)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Ensure that judges do not issue work permits for children under age 16 to engage in the worst forms of child labor by — <ul style="list-style-type: none"> • Enforcing the recommendation issued by the National Council of the Public Ministry. • Establishing guidelines for judges to issue work authorizations. • Raising awareness of Decree No. 6.481 of 2008 and other child labor laws among judges. 	2011
	Expand the Penal Code's definition of human trafficking to cover trafficking for labor exploitation as a criminal offense.	2011
Policies	Develop a monitoring system to track the implementation of child labor policies.	2009, 2010, 2011
	Carry out more research on the worst forms of child labor, particularly with regard to children engaged in drug trafficking, domestic service and commercial sexual exploitation, as well as child victims of forced labor and child labor in indigenous communities.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Support local governments in the implementation of PETI with resources for effective monitoring, identifying technical assistance needed by communities, raising awareness and establishing best practices to address child labor.	2009, 2010, 2011
	Ensure that family beneficiaries of PETI and <i>Bolsa Familia</i> Program comply with program requirements to keep children in schools and out of work.	2009, 2010, 2011

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Burkina Faso

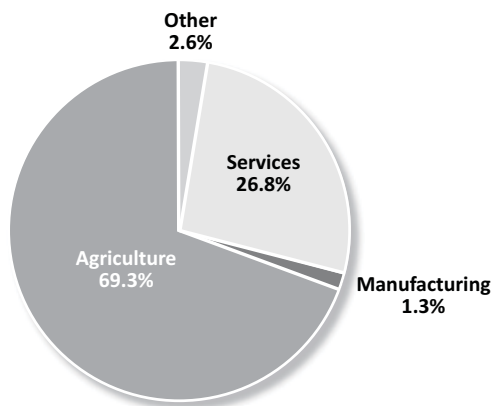
In 2011, Burkina Faso made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government launched a hotline, staffed by four social workers, to prevent the sexual exploitation of children and provide support to victims. In February 2012, Burkina Faso adopted a National Action Plan to Combat the Worst Forms of Child Labor to significantly reduce exploitative child labor by 2015. However, limited enforcement of the laws perpetuates the risks of children's involvement in the worst forms of child labor, particularly in hazardous activities in agriculture and mining.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	37.8 (1,258,003)
Attending School	7-14 yrs.	43.4
Combining Work and School	7-14 yrs.	13.6
Primary Completion Rate		45.1

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENTE Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Burkina Faso are engaged in the worst forms of child labor, particularly in hazardous activities such as agriculture and livestock-raising.(3, 4) Children herd goats, cattle and sheep, risking exposure to snakebites and severe weather.(5, 6) They also sow, weed and harvest crops.(7) Some

of these children are engaged in forced labor.(4, 8, 9) Children involved in agriculture work long hours and may be exposed to dangerous activities and chemicals such as pesticides used on cotton farms.(4, 8, 10, 11) According to a UCW-SIMPOC study, the vast majority of working children in Burkina Faso are found doing work that includes a hazardous component.(4)

Children work in construction, quarries and mines, including gold mines.(3, 4, 12) In artisanal mines, children break rocks, risking injury from the shards and work underground, where they are vulnerable to falling rocks. They also carry heavy loads and wash minerals, sometimes using harmful chemicals, such as mercury and cyanide.(3, 13-15) Children working in artisanal mining are not provided with protective gear. They often work 6 to 7 days a week for up to 14 hours per day, and many of these children receive only food and a place to sleep as payment.(14, 16) They may suffer from occupational illnesses including respiratory conditions, muscular ailments and vision problems. In addition, these children are sometimes physically or sexually abused.(16-18)

Thousands of children, particularly girls, work long hours as domestic servants, risking physical abuse and sexual exploitation.(4, 12, 19-21) Children are also engaged in commercial sexual exploitation.(3, 9)

Some boys sent to Koranic teachers are forced by their teachers to beg under hazardous conditions and surrender the money they have earned.(22, 23) The boys beg in the streets, at risk of injury from physical abuse and from vehicles. They may also be required to labor 12 to 18 hours, performing hazardous work in cotton fields, where they may also be exposed to pesticides.(10, 22, 23)

In urban areas, children work as mobile hawkers and in small restaurants.(3) A growing number of street children, many working as beggars, are found in the two largest cities of Ouagadougou and Bobo-Dioulasso.(9, 24) Such children may

face multiple dangers, including maltreatment and sexual abuse.(25)

Burkina Faso is a destination, transit point and source for children trafficked for forced labor and commercial sexual exploitation.(23) Children trafficked for forced labor work in domestic service, mines and quarries, and agriculture, including in the cultivation of cotton.(8, 23, 26) Some boys from Burkina Faso are trafficked to Mali for forced labor in agriculture.(26, 27) Other boys are trafficked to Côte d'Ivoire to work in the cocoa sector.(26, 28, 29) Some Nigerian girls are trafficked into forced prostitution in Burkina Faso.(9, 30)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age of work at 16 but does not establish any age for entry into apprenticeships.(31, 32) The minimum age for hazardous work is 18, and the Government has issued a decree with a list of prohibited hazardous activities. The decree lists 12 sectors including quarrying, mining and agriculture; it also establishes prohibited activities for each sector.(3, 33) Additionally, this decree limits the workday for children to 8 hours and bans any activity that is detrimental to the health of the child.(34) However, the 2008 Labor Code reestablished an exception (from 1954) to the minimum age for employment in light work. This exception authorizes children age 12 and above to engage in domestic or seasonal work such as farming.(32) This exception increases the likelihood of children ages 12 to 15 working under hazardous conditions in agriculture and domestic service.

The legal protections in the Labor Code cover both the informal and the formal sector.(31, 32) Labor inspectors are specifically authorized to enter any location where they have reason to believe that employees are working to conduct inspections, including surprise inspections.(31)

Education is compulsory until age 16, but several obstacles make it difficult for children to attend school.(6, 35) Although the law mandates free education through primary school, families may be required to contribute to parent association funds.(36-38) These expenses can be prohibitive to families, especially those in rural areas where access to education is also hindered by a lack of schools.(6) Reportedly, the practice by teachers of commonly whipping and beating children also discourages some children from attending school.(35) In addition, only one in three Burkinabe children has a registered birth certificate. Children who are unable to prove their citizenship may face barriers to state-sponsored education.(9, 39)

The Trafficking in Persons Law sets penalties for both the trafficking of children and for other worst forms of child labor, including forcing a child to beg.(26, 40) The Penal Code also explicitly prohibits the debauchery or corruption of a minor.(41) The recruitment, solicitation and offering of children for prostitution or pornography are outlawed by the Labor Code.(31) The minimum age for voluntary recruitment into the military is 20, and there is no compulsory recruitment.(42)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor and Social Security's Directorate to Combat Child Labor and its Worst Forms coordinates and leads an inter-agency effort to combat forced and hazardous child labor. The Directorate develops and monitors implementation of the national action plan on child labor, coordinates with international partners and acts as the Secretariat for the national steering committee against child labor.(3, 43) The Ministries of Justice, Social Action, Security, Basic Education, Mines, Human Rights and Health all are involved in this effort.(3) However, competing priorities have limited the effectiveness of coordination across these agencies.(3)

The Ministries of Labor and Social Security, Health, Justice, Foreign Affairs, Human Rights, Decentralization and Basic Education coordinate anti-trafficking enforcement efforts under the lead of the Ministry of Social Action.(3, 44, 45)

For the enforcement of hazardous or forced child labor laws, the Ministries of Labor and Social Security, Justice and Social

	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	16
	Free Public Education	Yes

Action share responsibilities.(44) Social welfare services also plays a role in monitoring informal labor, such as begging and street children.(37, 46) In 2011, the Government employed approximately 170 labor inspectors and 123 labor controllers to conduct inspections.(30, 47) Each regional office had a director designated to act as a point of contact for child labor issues and a special form for child labor reports, although the inspectors were responsible for inspecting all types of labor violations.(3, 48) The number of trainings received by labor inspectors on child labor issues in 2011 is unknown.(3) Inspectors lack the facilities, transportation and fuel needed to effectively carry-out inspections.(3) Additionally, the ILO Committee of Experts finds that the labor inspectorate is not well adapted to conduct inspections in the agricultural sector, a sector with many children working in hazardous and sometimes forced conditions.(49) In 2011, despite these constraints, Burkina Faso carried out 1,384 labor inspections.(47) The number of child labor violations found, fines issued and fines collected is unavailable.(3)

The Ministries of Social Action and Security and its Morals Brigade of the National Police share responsibility for enforcing laws pertaining to criminal investigations of the worst forms of child labor. This includes investigations into the commercial sexual exploitation of children, trafficking, child labor and drug-related crimes.(3, 44) No statistics are available on the numbers of violations, convictions or sentences.(3) At the provincial level, new mobile squads have been trained in order to rescue children in danger of exploitation.(47) Burkina Faso also launched a hotline in 2011 to prevent sexual exploitation and provide support to victims. As part of this effort, four social workers were trained to operate the hotline.(47) Observations of the United Nations Committee on the Rights of the Child indicates that the police have not made a systematic effort to identify trafficking victims.(35)

Government Policies on the Worst Forms of Child Labor

In February 2012, Burkina Faso adopted the National Action Plan to Combat the Worst Forms of Child Labor in order to significantly reduce exploitative child labor by 2015. This plan includes prevention, enforcement and rehabilitation components and calls for the involvement of 11 ministries, particularly the Ministry of Social Action and the Ministry of Employment.(50)

Burkina Faso has a number of other national action plans that include policies to reduce the worst forms of child labor. In addition, a 4-year national action plan against trafficking in persons (2008-2012) and among other measures calls

for awareness-raising and the improvement of inter-agency coordination, to reduce trafficking.(16, 23) Burkina Faso also has a 4-year national action plan (2008-2012) for the survival, protection and development of children that includes protecting children from the worst forms of child labor. However, this strategy has yet to be implemented.(16, 35)

The Government of Burkina Faso adopted a national employment policy and action plan in 2008, with provisions linking this plan to the fight against exploitative child labor. It calls for providing training and apprenticeships for children working in mines, quarries, domestic service, agriculture and the informal sector in order to remove them from the worst forms of child labor.(51) Child labor concerns have also been incorporated into various other national level policies, including the National Poverty Reduction Strategy (2007-2011) and the Decent Work Country Program (2007-2015).(44, 48, 52) Across the various plans and policies, the existence of multiple coordination mechanisms results in a cumbersome process, while a lack of sufficient funding for implementation present challenges.(3, 53)

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

In 2011, the Government of Burkina Faso implemented several initiatives to combat trafficking. The Government continued its counter-trafficking outreach campaign by distributing copies of anti-trafficking legislation to pertinent officials.(44) The Ministry of Social Action disseminated anti-trafficking policies and procedures to law enforcement and border officials throughout the country in 2011.(30) It also provided funding to orphanages that house children who are at risk of trafficking.(44) Burkina Faso participated in an IOM program to standardize the trafficking national referral system and to identify, return and reintegrate minors identified as trafficking victims throughout the region.(54) However, the system is not yet operational.

Burkina Faso coordinated with partners to reduce the worst forms of child labor in the mining sector. The Ministry of Social Action worked with UNICEF and Plan-Burkina Faso on a program that removed children from the mines and provided approximately 1,000 teenagers with vocational training and constructed new primary schools for children ages 6 to 12.(3)

In 2011, the Government of Burkina Faso also participated in several regional projects to combat the worst forms of child labor, including the regional USDOL-funded 4-year ECOWAS project. The ECOWAS project, initially funded at \$7.95 million in 2009, was increased by \$5 million in 2010.(55, 56) This project is assisting ECOWAS in developing systems to

help its member countries reduce the worst forms of child labor and in 2011 achieved a draft Regional Action Plan.(57)

As part of its goal to improve access to education, the Government continued a campaign to increase birth registrations.(58) Burkina Faso also continued to participate in a 3-year, \$28 million Millennium Challenge Corporation-funded project that targeted girls primary education with girl-friendly schools. The project built classrooms and other education-related structures and ran awareness-raising programs on the importance of education.(59, 60) The Government also participated in a 5-year, \$50 million project funded by the Canadian International Development Agency to

support the implementation of the education plan, including increasing access to primary education, improving school infrastructure, and supporting teacher training.(61) Finally, Burkina Faso continued to take part in a 4-year, World Food Program that promotes primary education and, in 2011, started recycling old food sacks to produce school bags for students.(62, 63)

Despite the many efforts that the Government of Burkina Faso is making to provide social programs, these remain limited when compared to the extent of worst forms of child labor found in agriculture, livestock raising, domestic service, begging, mining and street work.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish a minimum age for entry into apprenticeships.	2011
	Update the 1954 decree concerning light work to ensure children ages 12 to 15 are protected from hazardous conditions in domestic service and agriculture.	2010, 2011
Coordination and Enforcement	Improve coordination across the relevant agencies working to reduce the worst forms of child labor.	2011
	Increase labor inspectors' resources involved in enforcing child labor laws.	2009, 2010, 2011
	Publicize detailed information on the numbers of prosecutions, convictions and sentences for the worst forms of child labor.	2009, 2010, 2011
	Continue to establish and implement a systematic method for identifying victims of trafficking and other worst forms of child labor.	2010, 2011
Policies	Streamline coordination of policies related to the worst forms of child labor and implement national action plans.	2009, 2010, 2011
Social Programs	Expand and improve programs to withdraw and prevent children, including street children, from the worst forms of child labor in agriculture, livestock raising, begging and mining.	2009, 2010, 2011
	Provide the resources necessary to make the trafficking national referral system operational.	2010, 2011
	Take measures to increase access to free education that is safe for children by expanding birth registration campaigns, building schools and reducing or eliminating school-related fees, such as registration fees.	2010, 2011

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Burundi

In 2011, Burundi made no advancement in efforts to eliminate the worst forms of child labor. The minimum age for compulsory education falls below the minimum age for work, leaving children vulnerable to exploitation. In addition, the Government did not conduct any child labor inspections, nor did it train inspectors or other government officials on child labor law enforcement. Furthermore, while the Government has drafted at least three policies to provide greater protection to Burundian children, none have been adopted for implementation, and research found no evidence of any government programs to combat child labor. Children in Burundi continue to engage in the worst forms of child labor, many of them in dangerous forms of agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	10.4 (239,719)
Attending School	5-14 yrs.	61.7
Combining Work and School	7-14 yrs.	7.1
Primary Completion Rate		56.1

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Burundi are engaged in the worst forms of child labor, many of them in dangerous forms of agriculture.(3-7) Children in agriculture may use potentially dangerous machinery and tools, carry heavy loads and apply harmful pesticides.(8) Although the extent of the problem is unknown, children also herd cattle and goats, which may expose them to the elements and force them to work with large or dangerous animals.(9)

In urban areas, children are employed as domestic servants.(3, 4, 9) Reports indicate that children working in domestic service in Burundi are often isolated from the public and receive no compensation for their work.(3) Some employers avoid paying their child domestics by accusing them of criminal activity. Children have been incarcerated because of false accusations.(9) Children in domestic service may also be vulnerable to long working hours, and physical and sexual exploitation by their employers.(8)



Children also work on the streets as porters and vendors.(3, 4) They may be exposed to multiple dangers, including severe weather, vehicle accidents and criminal elements.(8) While evidence is limited, there are reports that children living and working in the streets are sometimes raped, including by older boys who coerce sexual activity in exchange for promising to “protect” their victims.(10) Such sexual activity makes street children vulnerable to HIV/AIDS.(10)

The commercial sexual exploitation of children exists in Burundi.(7) While little evidence exists of large-scale child prostitution, girls are sometimes pushed into prostitution by older women who initially offer free room and board, but then force the children into prostitution to pay for their expenses.(11) Poverty may also cause girls to prostitute themselves for money for basic needs.(12) Male tourists also are reported to sexually exploit girls.(11)

There are reports that Burundian children are trafficked internally for work in domestic service.(13) Burundian girls are trafficked for commercial sexual exploitation to other countries.(11, 13) Burundian children are trafficked into forced labor in Tanzania. Children are also reportedly lured under false promises or coerced into forced labor in domestic service or agriculture.(11)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work at 16.(14) The Penal Code sets the minimum age for hazardous work at 18. Persons who employ children under age 18 in hazardous labor may be punished with a fine and 3 to 5 years of penal servitude.(15) The Government maintains a list of occupations

forbidden for children under age 18. It includes working with automobiles, using industrial tools such as metal cutters, working in slaughterhouses, mining minerals and serving alcohol.(3, 4)

	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	16
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	12
	Free Public Education	Yes

Burundi's Penal Code criminalizes recruiting and using children under age 18 for child pornography or prostitution, or profiting from such practices.(15) The Penal Code also forbids trafficking children under age 18 as well as agreeing to or profiting from child trafficking. It is also illegal to use children in illicit activities.(15)

The Constitution prohibits forced labor.(16) The Penal Code sets 18 as the minimum age for military recruitment and makes the military use of children under age 16 a war crime.(16-18)

Institutional Mechanisms for Coordination and Enforcement

The National Multisectoral Committee for the Elimination of the Worst Forms of Child Labor coordinates efforts to combat the worst forms of child labor. The Committee consists of nine members from the Government, civil society and UNICEF.(4) Research did not identify how the Committee functions, how often it meets, or if it receives funding.

At the local level, the Government's Centers of Family Development are responsible for the coordination and implementation of policies on children, women and the family. The Committee on the Rights of the Child has expressed concern that the Centers do not cover all regions of the country.(19)

The Ministry of Labor and Social Security is responsible for enforcing all labor laws, including those on child labor. The Ministry uses criminal penalties, civil fines and court orders as mechanisms to enforce labor laws.(7) The Ministry employs 15 inspectors to enforce all labor laws.(4) This is an inadequate number given Burundi has 17 provinces and a population of over 8 million. Additionally, inspectors have limited funds and fuel for vehicles.(4, 20) Inspectors only initiate investigations in response to complaints, although a formal system has not been established to file such complaints.(4, 7) During the reporting period, the Government did not conduct any child labor inspections, nor did the Government conduct any training for inspectors or other government officials on child labor law enforcement.(4)

The Brigade for the Protection of Women and Children within the National Police is responsible for, among other things, enforcing criminal violations of the worst forms of child labor and is mandated to protect children from criminal influences and harm.(4, 11) In 2010, the most recent year for which data is available, there were 100 officers in the Brigade.(21) The National Police investigated two cases of child trafficking and issued two violations during the reporting period, resulting in the removal of 14 children in 2011.(4) Three of these children were Burundian girls rescued before reaching their final destination of the Democratic Republic of the Congo, where they were promised legitimate work but intended for commercial sexual exploitation. The other 11 children rescued were trafficked internally for domestic servitude.(13, 22) It is not known why there were only two cases investigated during the reporting period.

Government Policies on the Worst Forms of Child Labor

The Government drafted a new Poverty Reduction Scheme with civil society, NGOs and the international donor community, but the parliament must approve it before it is submitted to the World Bank.(13) The Ministry of Labor and Social Security has also adopted a plan to eliminate all forms of child labor by 2025; however, this plan has not yet been implemented as the Government is waiting on UNICEF and ILO assistance.(4)

The Government's Municipal Council for Children and Youth (CMEJ) aims to provide a network of services for street children, former child combatants and child trafficking victims.(11) The CMEJ began to draft an action plan for its work in 2010 but has not yet produced a finalized plan and has only said that it will "soon."(11, 23)

Education in Burundi is free and compulsory until grade six or approximately age 12.(4, 7) This standard makes children ages 12 to 15 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. In addition, some children are prevented from enrolling in school because they do not have required birth certificates; the Government has not registered approximately 40 percent of all births.(7, 19)

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

The Government relies primarily on NGOs to provide care and services for exploited children.(7, 24, 25)

Research did not identify any programs to combat the worst forms of child labor.

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

Area	Suggested Actions	Year(s) Action Recommended	
Coordination and Enforcement	Devote additional resources to enforcement including increasing the number of inspectors, establishing a system for filing complaints, and targeting investigations in sectors where a high prevalence of child labor exists.	2009, 2010, 2011	
	Expand the Centers of Family Development to cover all regions of the country.	2011	
Policies	Establish a policy framework that protects children, including: <ul style="list-style-type: none"> • Implement the current draft plan of action for eliminating child labor by 2025. • Finalize the CMEJ's plan of action • Approve the Poverty Reduction Scheme for submission to the World Bank • Assess and amend current practices for the registration of births and issuance of birth certificates to ensure all children are able to enroll in school • Raise the age for free and compulsory education to 16, the minimum age for work 	2010 2011 2011 2010, 2011 2009, 2010, 2011	
	Implement programs to address all of the worst forms of child labor in the country.	2009, 2010, 2011	

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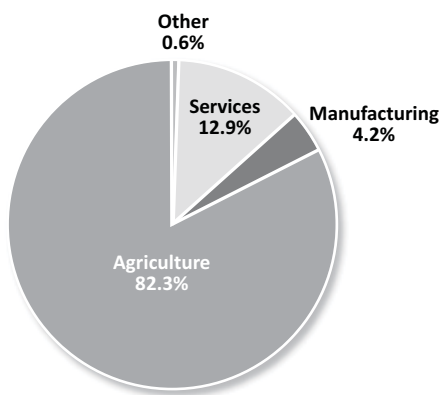
Cambodia

In 2011, Cambodia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government issued regulations that defined unsafe working conditions in agriculture, including separate regulations for cassava and tobacco production, and freshwater fishing that are prohibited to children. The Government also adopted the 2011-2013 National Plan of Action on the Suppression of Human Trafficking, Smuggling, Labor, and Sexual Exploitation (NPA-STSLs), which includes a section on child labor. Similarly, the Government passed the National Social Protection Strategy for the Poor and Vulnerable, which directly targets child laborers and their families for conditional cash transfers, school feeding programs and take-home rations. However, the legal framework continued to have important gaps that leave children vulnerable to the worst forms of child labor. There is no compulsory education requirement, and the law allows children as young as age 12 to work in domestic service. Children continue to be involved in the worst forms of child labor, particularly in dangerous activities in agriculture and as victims of trafficking.

Statistics on Working Children and Education

Children	Age	Percent
Working	10-14 yrs.	48.9 (884,728)
Attending School	5-14 yrs.	76.8
Combining Work and School	10-14 yrs.	42.1
Primary Completion Rate		87.1

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2003-2004.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Cambodia are engaged in the worst forms of child labor. Many of these children work in dangerous activities in agriculture, while some fall victim to trafficking for commercial sexual exploitation and forced labor.(3-5) Children work in agriculture, and often in tobacco and cassava cultivation.(4, 6, 7) Children are also reported to work in the production of rubber.(5) Children's work in agriculture commonly involves hazardous activities, such as using potentially dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(8, 9)

Additionally, children work in a number of hazardous occupations including portering and brickmaking.(4, 5, 10) In brickmaking, children haul heavy loads, crush and grind clay and operate heavy machinery.(10) Children reportedly work in the production of coal and gems.(3, 11, 12) In the seafood industry, children work in hazardous deep-sea and night fishing as well as in peeling shrimp and shucking crabs. These children face multiple hazards, including the risk of drowning, and are sometimes victims of boating accidents and violent piracy at sea.(4, 9, 13) Children also work in other dangerous activities, such as salt production, which requires them to carry heavy loads, work long hours in the sun and suffer from cuts on their feet from the salt crystals.(4, 5, 12) Children work in domestic service in exploitative conditions.(14) Child domestic laborers do not attend school and work long hours for little or no pay.(5, 15)

Children engage in street work as beggars, street vendors, shoe polishers and scavengers.(3, 11) Children working on the

streets are vulnerable to severe weather, traffic accidents and crime. Children on the streets are at times summarily rounded up and illegally confined, often under abusive conditions.(14, 16)

Cambodia is a source and destination country for trafficking in children. Cambodian girls are trafficked to Thailand for forced labor in factories and domestic work and may be forced into prostitution.(17, 18) Cambodian children are trafficked to Thailand and Vietnam for begging, selling candy and flowers on the street and shining shoes.(18-20) Children are trafficked to Malaysia for domestic service.(20, 21) Girls are trafficked internally and from Vietnam for prostitution.(17, 19, 20) Cambodia is also a destination country for child sex tourism.(19, 20, 22) Girls who previously worked as child domestic laborers have been found to be particularly vulnerable to trafficking for commercial sexual exploitation.(18)

Education is free, but not compulsory, through grade nine. Although there are conflicting reports, children appear to attend school until about age 14. The lack of compulsory schooling makes children under age 15, the legal age to work, particularly vulnerable to the worst forms of child labor because they are not required to attend school and are not legally permitted to work. In addition, significant barriers to accessing the education system still exist.(5, 23, 24) In remote areas, children have to travel long distances to reach school and transportation is limited. This sometimes deters girls from attending school due to safety concerns.(5, 25) Because teacher salaries are low, instructors often charge extra fees to students for exams, snacks and even class time.(26) The lack of bilingual instruction is a further obstacle to school access. Limited access to education makes children, especially those who are marginalized because of race, ethnicity, and disability, vulnerable to the worst forms of child labor.(14)

In the fall of 2011, Cambodia experienced major flooding, which destroyed homes and infrastructure including schools and health centers. For children in the affected areas, the start of the school year was delayed from October until December.(27, 28)

Laws and Regulations on the Worst Forms of Child Labor

The Cambodian Labor Law sets the minimum age for employment at 15.(5, 29) The law also permits children ages 12 to 14 to engage in light work, provided that the work is not hazardous and that they are also attending school.(30, 31) The law specifies the maximum number of hours children in this age range may work per day and per week, the hours during

which children are not allowed to work and the amount of rest time required per working period.(30)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	No
	Free Public Education	Yes

Children younger than age 18 are barred from hazardous work according to a 2004 declaration issued by the Ministry of Social Affairs, Labor, Vocational Training and Youth Rehabilitation.(5, 8, 29) The declaration lists 38 types of hazardous work, including working underground; lifting, carrying or moving heavy loads; deep-sea and off-shore fishing; working near furnaces or kilns used to manufacture glass ceramics or bricks; and handling and spraying pesticides and herbicides.(8) In November 2011, the Ministry of Labor and Vocational Training (MOLVT) issued regulations that defined unsafe working conditions in agriculture, including separate regulations for cassava and tobacco production, and freshwater fishing that are prohibited for children.(4, 32-35)

The law lacks full protections for children involved in domestic service.(29, 36) Children as young as age 12 are permitted to perform domestic labor by law, as long as the work is not hazardous to their health, safety or morals and does not involve any type of hazardous work specifically prohibited.(8) A minimum age of 12 for work is below the minimum age for all other types of work in Cambodia and below the international standard of 14.

While the legal framework provides some protections against the worst forms of child labor, the Labor Law does not prohibit hazardous work in family businesses.(3)

Forced or compulsory labor is outlawed in section 5 of the Cambodian Labor Law.(29) The minimum age for voluntary and compulsory conscription into military service is 18.(4, 37) The Law specifically prohibits forced labor in domestic service and agricultural work.(38) The Constitution prohibits prostitution and the buying and selling of human beings.(39) The Law on the Suppression of Human Trafficking and Sexual Exploitation defines trafficking crimes and criminalizes child prostitution as well as sexual and indecent acts with minors, and specifies fines and prison terms.(17) The Penal Code explicitly prohibits child trafficking, child pornography, child prostitution and the use of children in other illicit activities.(11) Judges can determine whether perpetrators will be imprisoned or fined in addition to the amount of the fine. If fines are levied without a prison sentence, the punishment may not be a sufficient deterrent for wealthy perpetrators.(4)

Institutional Mechanisms for Coordination and Enforcement

The Cambodian National Council for Children (CNCC) and its subcommittee for child labor are the main coordinating institutions on child labor issues at the national level.(40) The CNCC subcommittee on child labor includes all concerned ministries, businesses, trade unions and NGOs; it ensures that projects and programs follow national policy on child labor.(40) The Provincial Committees on the Protection of Child Rights and Provincial Committees on Child Labor coordinate efforts to address child labor at the provincial level.(40)

The National Committee on Suppression of Human Trafficking, Smuggling and Labor and Sexual Exploitation focuses on coordinating policymaking efforts in these areas. The Committee includes 18 representatives from all government ministries.(3)

The MOLVT and the provincial labor departments are responsible for enforcing the child-related provisions of the Cambodian Labor Law.(4) While the Department of Inspection oversees the training and activities of labor inspectors, the Department of Child Labor conducts separate child labor inspections. It is unclear how these two departments coordinate efforts.(41) The MOLVT has 12 inspectors dedicated to child labor in Phnom Penh, and 27 child labor inspection officials at municipal and provincial levels.(4) The Government lacks standardized guidelines on how to conduct labor inspections, and it is unclear how inspectors verify the age of children in the workplace.(41) Inspectors lack a sufficient budget for transportation, fuel and other necessities to carry out inspections.(3, 4) The MOLVT conducts routine

inspections of some industries, primarily in the formal sector; however, most inspections are complaint driven rather than targeted.(5, 25)

The Government does not officially release data on the number of child labor inspections or the number of children assisted.(42) Although labor inspectors have the authority to order immediate removal of children from the workplace and levy fines, procedures for applying such penalties are not administered uniformly.(41)

Laws against trafficking, child sexual exploitation, and criminal activities are enforced by the Ministry of the Interior and 24 municipal and provincial anti-human trafficking and juvenile protection offices.(3) There are approximately 210 anti-human trafficking police officers at the national level.(4, 18) The Ministry of Social Affairs, Veterans, and Youth Services (MOSAVY) accompanies the police on investigations during which child victims may be found, and subsequently refers child victims to NGO services.(4) Human trafficking complaints can be filed through nine anti-trafficking hotlines.(3)

In 2011, Cambodian police arrested 38 people suspected of human trafficking violations. Of these suspected perpetrators, 13 were convicted of their crimes. However, there is no information available on whether these cases involved child trafficking.(4)

Research reveals that the borders between Cambodia and Thailand are porous, leaving children in the border regions vulnerable to trafficking.(18)

Government Policies on the Worst Forms of Child Labor

The 2008-2012 National Plan of Action on the Elimination of the Worst Forms of Child Labor (NPA-WFCL) aims to reduce the percentage of working children ages 5 to 17 from an estimated 13 percent in 2005 to 8 percent by 2015, and to eradicate the worst forms of child labor by 2016.(3, 4, 43)

The NPA-WFCL addresses all worst forms of child labor and lays out the specific sectors, regions and activities in which these worst forms may be found.(40) The Plan reflects Cambodia's list of hazardous work prohibited for children by targeting these same types of work, including quarrying, brickmaking, portering, rubber plantation work, salt production, fishing and mining as priority sectors. Domestic service is also listed as a priority, although it is not universally prohibited to children younger than age 18.(40) The NPA-WFCL also includes a matrix of outputs, activities,

implementing agencies, resources and indicators to articulate how the Government will achieve its objectives in areas including research, policy, enforcement, social mobilization, education, protection, prevention and withdrawal.(40)

In February 2012, the Ministry of Agriculture, Forestry and Fisheries, in collaboration with the ILO-IPEC, the Food and Agriculture Organization and other international organizations, adopted an Action Plan to combat child labor in the fisheries sector. The Action Plan will incorporate child labor into the Ministry's policies and legal frameworks for fisheries and aquaculture; it will also include a participatory risk assessment on work in fisheries and aquaculture considered hazardous for children under age 15 and between the ages of 15 and 17 and ensure that education and livelihood opportunities are adequately provided to children in fisheries and their families.(28)

The Education Strategic Plan (2009-2013) addresses access to education and targets marginalized groups, including child laborers, for entry into primary education.(44) The Plan also highlights the need for vocational and life-skills training for youth, to enhance youth productivity.(27) This Plan uses vocational training as a development strategy for marginalized youth, including child laborers.(44)

The issue of child labor has also been incorporated into other key development policies. The National Poverty Reduction Strategy and the Rectangular Strategy Phase II contain child labor reduction targets.(36, 45)

The ILO Decent Work Country Program, endorsed by the MOLVT, highlights child labor issues and outlines a framework for enhancing policies, laws and enforcement mechanisms to protect children.(28) In addition, the MOLVT's First Occupational Safety and Health Master Plan (2009-2013) includes eliminating hazardous child labor as one of its six priorities.(19)

The Ministry of Social Affairs implements the Policy and National Minimum Standards for the Protection of the Rights of Victims of Human Trafficking. The Policy includes guidelines to improve the treatment of victims and mandates training of officials.(46) The Policy specifically lists children among those identified as victims of trafficking in Cambodia.(28)

In December, the Government adopted the 2011-2013 National Plan of Action on the Suppression of Human Trafficking, Smuggling, Labor, and Sexual Exploitation (NPA-STSL) which includes a section on child labor. The NPA-STSL will serve as a comprehensive roadmap for Cambodia to address such issues in the future.(28)

In March 2012, the Ministry of Economics and Finance (MEF), along with UNICEF and the CNCC, launched a development budgeting plan that targets women and children as some of the most vulnerable groups in greatest need of social policy and programming benefits.(27) During the reporting period, the Government also approved the National Youth Policy, which aims to provide meaningful opportunities to youth ages 15 to 30 and focuses on skills training to enhance youth economic participation. The Government has yet to finalize an action plan for implementing the new policy.(47)

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

During 2011, the Government participated in the final year of a 4-year, \$4 million, USDOL-funded program which withdrew and prevented 8,542 children from the worst forms of child labor in agriculture and fishing.(27) The Provincial Agriculture Offices assisted the project in training families of child laborers on alternative income-generation activities, such as chicken raising, fish culture and vegetable gardening. Labor inspectors helped build the capacity of the project's child labor monitoring committees by training the committees on labor laws, education policies and safe migration guidelines.(27) The project was instrumental in the passing of four regulations that defined unsafe working conditions in agriculture, including separate regulations for cassava and tobacco production, and freshwater fishing that are prohibited for children.(48)

The Government also participated in a 4-year, \$4.3 million, USDOL-funded project to develop national capacity to end the worst forms of child labor, which runs through 2012.(48) The sectors targeted include child trafficking and child labor in fishing, brickmaking, salt mining and portering. The objective of the project is to withdraw 7,200 children and prevent 4,800 children in 15 provinces from the worst forms of child labor.(28) During the reporting period, the project worked with the Department of Child Labor to train labor inspectors, community monitors and schoolteachers in the comprehensive child labor monitoring plan. The project also assisted the Government in including child laborers and their families as targets for the National Social Protection Strategy (NSPS).(49) The NSPS aims to protect the poorest and most disadvantaged; mitigate risk by providing coping strategies; and promote poverty reduction by building human capital and expanding opportunities including access to health, nutrition, and education.(28)

The Government began conducting the Joint Labor Force and National Child Labor Survey (2011-2012) in July. The results of the survey will provide information necessary to design new

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strategies and programs to eliminate the worst forms of child labor.(28)

During the reporting period, the National Orphans and Vulnerable Children Task Force (NOVCTF)—led by the Ministry of Social Affairs, Veterans and Youth Rehabilitation—provided an “ID Poor” card to orphans, vulnerable children and their families in targeted provinces. The card facilitates access to services such as education scholarships, health care, vocational and skills training and income-generation support.(50)

In an effort to eliminate trafficking in persons, the Government participated in several programs funded by USDOS and USAID. These projects provide victim assistance, including shelter and psychosocial support.(50) They also build the capacity of local police and strengthen protection networks

between human rights organizations, government ministries and local stakeholders.(51)

Education and poverty reduction are also addressed through a number of donor-funded initiatives that may indirectly reduce child labor. The Government participates in a 5-year, \$10 million, USAID-funded project to enhance access to education, targeting 202 primary schools and 101 lower secondary schools. The project provides improvement grants to schools for scholarships, latrines and equipment including computer and science labs.(52) The Ministry of Agriculture, Forestry and Fisheries participates in a UN food security and income generation program that aims to reduce poverty by training and supporting farmers’ organizations to improve their livelihoods.(52) Research was not found on the impact these poverty alleviation and education programs may have on the worst forms of child labor.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Institute and enforce a compulsory education age that is at a minimum equal to the minimum age for work.	2009, 2010, 2011
	Raise the minimum age for work in domestic service to at least 14, in compliance with international standards.	2009, 2010, 2011
	Enact laws to protect children from dangerous work in family businesses.	2009, 2010, 2011
Coordination and Enforcement	Develop and implement standardized guidelines for conducting child labor inspections.	2011
	Conduct targeted inspections of industries in which hazardous child labor is known to occur.	2009, 2010, 2011
	Provide adequate resources for the enforcement of child labor laws.	2010, 2011
	Uniformly administer existing penalties for businesses violating child labor laws and ensure that punishments are a sufficient deterrent.	2009, 2011
	Collect and publish data on the number of child labor the inspections conducted, the employers prosecuted, and the children assisted.	2010, 2011
	Take steps to protect children from cross-border trafficking.	2010, 2011
Social Programs	Assess the impact that existing poverty alleviation and education programs may have on the worst forms of child labor.	2010, 2011

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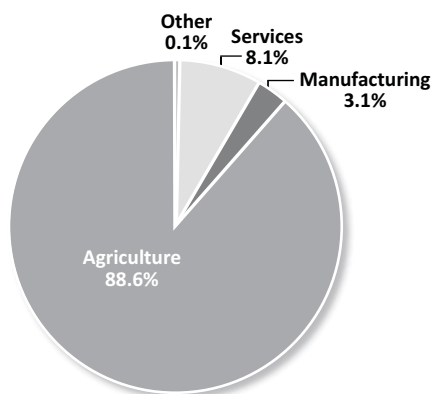
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In 2011, Cameroon made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government enacted the Law Project Relating to the Fight Against Trafficking in Persons and Slavery, which criminalizes human trafficking, slavery and debt bondage. However, the Government has not adopted comprehensive policies on the worst forms of child labor and gaps continue to exist in the enforcement of its child labor laws. Furthermore, the gap between the minimum age for work and the compulsory education age leaves children ages 11 to 14 particularly vulnerable to the worst forms of child labor. Children continue to work in dangerous activities, especially in the production of cocoa.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	36.5 (1,749,094)
Attending School	5-14 yrs.	80.4
Combining Work and School	7-14 yrs.	34.1
Primary Completion Rate		78.7

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ECAM3 Survey, 2007.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Cameroon are engaged in the worst forms of child labor, many of them working in dangerous activities in agriculture, including in the production of cocoa.(3-6) Children also reportedly work in the production of bananas,



coffee, palm oil, rubber and tea.(7-10) Many children working on farms, especially in the production of cocoa, handle pesticides and sharp tools, till soil and transport heavy loads.(4, 8) Reports also suggest that children raise livestock, such as cattle, risking injury and exposure to the elements.(5, 11-13)

Children, primarily girls, work as domestic servants. Child domestics may work long hours and are isolated in private homes, where they are susceptible to physical and sexual abuse.(14-17) Although the extent of the problem is unknown, there are reports that children also work in artisanal gold mines and gravel quarries, carrying sand and breaking stones.(7, 11, 15, 18-20)

In the urban informal sector, children carry luggage and sell goods such as cigarettes and water. Some children drive commercial motorcycles, usually without the proper license.(15, 21-25) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(16, 23, 26) To a lesser degree, street children who live in cities such as Yaoundé and Douala transport drugs and risk being recruited into gangs.(25, 27)

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Some children in Cameroon are forced to beg. Especially in the Northern Region, it is a tradition to send boys to Koranic teachers to receive education.(24, 28-30) While some boys receive lessons, others are forced by their teachers to beg and to surrender the money that they earn.(28-30)

Children are vulnerable to commercial sexual exploitation.(31-35) Some children are exploited in commercial sex tourism in coastal towns such as Kribi and may engage in the production of pornography. The existence and size of the problem is unknown.(16, 25, 36)

Child trafficking is also a problem and may be linked to the customary practice of sending a child to a relative or friend for school. Most trafficking occurs internally and is prevalent in the Northwest Region.(21, 37, 38) Children are trafficked for commercial sexual exploitation and forced labor as domestic servants, and in restaurants, in bars and on tea plantations.(35, 37, 39) Children are also trafficked to work on cocoa farms and on the streets.(37, 39) Internationally, children are trafficked to Cameroon from West and Central Africa for forced labor in street vending, agriculture, fishing and spare-parts shops. Cameroon also serves as a transit country for children trafficked between Gabon and Nigeria.(37, 40, 41)

Access to education is a critical component in preventing the economic exploitation of children. In Cameroon, access to education is hindered by remote schools and lack of potable water in rural schools.(42, 43) In addition, the Government of Cameroon reports that in many regions, fewer than 40 percent of children are registered at birth. Unregistered children in Cameroon cannot access essential services, such as schooling.(23, 30)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work at 14, and Law No. 017 sets the minimum age for hazardous work at 18. The Minister of Labor may make exemptions to the minimum age for apprentices after taking into consideration the local conditions and the types of work children may perform.(44, 45) Law No. 017 prohibits children from working underground, in restaurants, hotels or bars or in any job that exceeds their physical capacity or is longer than 8 hours a day in the industrial sector.(44, 45) However, work underwater and at dangerous heights, which are activities often performed by children who fish or harvest bananas, are not deemed by law to be hazardous activities for children.(44, 45)

The law does not provide protection to children working in non-contractual and non-industrial undertakings, such as agriculture, domestic service and street vending, even though many children are known to work in these sectors.(5, 44-46) In addition, the Government lacks a mechanism for protecting children engaged in child labor in unregistered enterprises.(30, 39)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	12
	Free Public Education	Yes

Law No. 98/004 mandates compulsory primary education. Children are required to attend school until age 12. This makes children ages 12 to 14 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.(47, 48) Presidential Decree No. 2001/041 establishes the right to free education. However, in practice, additional school fees and the costs of books and uniforms are prohibitive for many families.(30, 48-50)

The Constitution and Law No. 15 both prohibit slavery and servitude, and Law No. 15 provides penalties for those found to be in violation of the Law.(51, 52) Law No. 15 also prohibits child trafficking.(51) The Penal Code prohibits forced labor, slavery, prostitution and the corruption of youth and kidnapping.(8, 53-55) Law No. 2010/12, Related to Cybersecurity and Cybercrime in Cameroon, prohibits electronic forms of child pornography; the Penal Code prohibits obscene publications.(54-56) The Government has not criminalized the use of children for illicit activities, which is a documented worst form of child labor in Cameroon.(27, 57)

Military service is not compulsory, and the minimum age for voluntary recruitment is age 18. Children younger than age 18 can participate in military service with parental consent.(58)

In 2011, Cameroon enacted the Law Project Relating to the Fight Against Trafficking in Persons and Slavery, which criminalizes human trafficking, slavery and debt bondage.(59, 60) This law extends culpability to accomplices and corporate entities, and prescribes adequate prison terms up to 20 years with fines ranging from \$20 to \$20,000. In cases of debt bondage, penalties are doubled when the perpetrator is the guardian of the victim.(8, 60)

Institutional Mechanisms for Coordination and Enforcement

The Interagency Consultative Committee to Implement the ILO-IPEC West Africa Cocoa/Commercial Agriculture Program to Combat Hazardous and Exploitive Child Labor (WACAP) project is authorized to coordinate the efforts to combat child labor in Cameroon.(61, 62) This Committee was established under a USDOL-funded project with the ILO-IPEC and is composed of the Ministries of Labor and Social Insurance, Social Affairs, Justice, External Relations, Women and Family Promotion, Territorial Administration and Decentralization, and Tourism; the Secretariat of State for Defense; the General Delegation for National Security; and the Customs Services for both seaports and airports.(61) However, the Consultative Committee to Implement the ILO-IPEC/WACAP project has not met for several years.(48, 63)

The Government's Inter-Ministerial Committee coordinates government efforts to combat trafficking in persons, including training stakeholders, proposing legislation and ratifying international instruments.(8) Chaired by the Secretary General of the Office of the Prime Minister, the Committee met to finalize its agenda for 2012 and approved the Law Project Relating to the Fight Against Trafficking in Persons and Slavery in 2011.(8) The Government has also created within the General Delegation for National Security, a "vice squad," which is a police division established to coordinate efforts to combat sexual exploitation and the worst forms of child labor.(8, 62)

The Ministry of Labor and Social Insurance leads efforts to enforce child labor laws with its 58 labor inspectors. Given the scope and prevalence of child labor in Cameroon, it is unclear whether the number of labor inspectors is sufficient.(8, 39, 64)

Other agencies also play a role in child labor law enforcement, as well as in criminal law enforcement. The National Commission on Human Rights and Freedoms is charged with investigating human rights abuses, and the Minors Brigade is

responsible for investigating the use of children in hazardous work and trafficking.(48, 65) The vice squad also investigates the trafficking and sexual exploitation of children, while the police, *gendarmes* (a military body charged with police duties among civilian populations, especially in rural areas) and border officials help combat the worst forms of child labor nationwide. Reportedly, the above agencies routinely lack transportation and fuel to conduct investigations.(8)

In Cameroon, child labor complaints may be initiated by the victim, a third party or officials from the Ministry of Labor and Social Insurance, and may be reported to a local Ministry representative or law enforcement officer.(8) Once a complaint is filed, an investigation is conducted by the Ministry of Labor and Social Insurance. Minor offenses are usually settled at the ministerial level; serious offenses are handled by the prosecutor's office.(8) Labor inspectors conduct routine and targeted inspections and send their reports on labor violations to the regional officer. Labor violations are later addressed at the administrative level or are sent to the prosecutor's office for judicial action.(8)

Cameroon does not regularly offer training directly to officials responsible for enforcing child labor laws. However, during the reporting period, the National Commission on Human Rights and Freedoms, and NGOs provided specialized training on child trafficking to some of its law enforcement officers and magistrates.(8) In addition, labor inspectors receive training on the Labor Code at the National School of Administration and Magistracy and the Regional African Center for Labor Administration.(8)

According to the Ministry of Labor and Social Insurance, the Government undertook several inspections and received complaints of child labor violations during the reporting period. However, the Government was not able to provide the precise number of complaints or investigations, confirm the type of inspection or say whether penalties for violations, such as fines, were collected.(8) In 2011, four trafficking offenders were arrested. Two of the offenders were convicted, and the other two remained in pretrial detention.(8, 59) As a result of these arrests, 105 children were assisted, many of whom were from the Far North Region.(8)

Government Policies on the Worst Forms of Child Labor

The Government drafted a National Plan of Action to Combat Child Labor and Trafficking in Children. However, it has yet to ratify or officially approve the plan and it is unknown whether the plan addresses all relevant worst forms of child labor,

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including agriculture, domestic service and mining. (66, 67) Cameroon's strategy to implement its Trafficking in Persons Action Plan outlines efforts to prosecute and convict trafficking offenders; educate law enforcement personnel and social workers on the laws against child trafficking; develop and enact legislation prohibiting the trafficking of adults; train enforcement personnel to use the human trafficking database; and investigate reports of hereditary servant abuse. (68) However, it does not include a detailed action plan or timelines. (8, 68)

Cameroon has included child labor concerns in relevant development agendas and key social policy documents, including its PRSP and the National Policy Framework Document for the Full Development of the Young Child, which charts needed action in health, education and social protection. (8, 69, 70) However, the PRSP does not have budgets or detailed action plans related to the worst forms of child labor. The question of whether these policies have an impact on child labor does not appear to have been addressed. (70) The Government also appoints Child Parliamentarians to provide recommendations on issues related to children, including child labor. (71)

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

From 2007 to 2011, Cameroon continued to support efforts to eliminate the use of child labor on cocoa farms by participating in the 5-year Phase II Sustainable Tree Crops Program (STCP), funded by USAID, the World Cocoa Foundation and the international cocoa industry. STCP is a public-private partnership that promotes sustainable tree crop systems, including coffee, cocoa and cashews, and contains a component to prevent and eliminate the worst forms of child labor on farms. (72-74) The Government of Cameroon also participated in a regional project to develop a National Action

Plan on the Worst Forms of Child Labor, which was funded by the Government of Italy for \$1 million from January 2008 to June 2011. (75)

Cameroon began participating in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project. This \$15 million, regional project aims to build the capacity of national governments and develop strategic policies to address the elimination of child labor and forced labor; improve the evidence base through data collection and research; and strengthen legal protections and social service delivery for child domestic workers. (76) Cameroon, in partnership with Plan International, also launched a 3-year project in the Fundong, Belo, Bafut and Mbengwi Council areas to provide first aid and counseling for 2,600 vulnerable children and victims of abuse. (8, 77)

During the reporting period, Cameroon launched a nationwide awareness-raising campaign against the exploitation of children, and a program to combat child sex tourism. (8) The Government, in collaboration with UNICEF, also launched an awareness-raising campaign on the trafficking and sexual exploitation of children. As part of this effort, the Government distributed pamphlets and posters with anti-trafficking messages in schools. (78)

The Government maintained its engagement with the Project to Fight the Phenomenon of Street Children, which gathers information on street children and offers health care, education and psychosocial care. (8) In addition, Cameroon continued to implement its 2008-2012 cooperative agreement to protect and provide services to child trafficking victims. (8, 79)

Despite the initiatives described here, Cameroon's social programs do not address all the sectors where children work, such as agriculture and domestic service; they are limited to the Northern Regions, which have the highest child labor participation rates. (8, 80)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Provide legal protection to children working in non-contractual and non-industrial undertakings.	2009, 2010, 2011
	Prohibit children under age 18 from engaging in activities, such as working underwater and at dangerous heights, and enact legislation to prohibit the use, procuring or offering of children for illicit activities.	2009, 2010, 2011
	Develop a mechanism for protecting children in unregistered enterprises, including in agriculture.	2011

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Raise the age for compulsory education to 14, to match the established minimum age for work.	2009, 2010, 2011
	Implement Law No. 98/004, which mandates compulsory primary education.	2009, 2010, 2011
	Ensure that additional school fees and the costs of books and uniforms do not hinder children from accessing education.	2011
Coordination and Enforcement	Ensure the Consultative Committee to Implement the ILO-IPEC/WACAP project meets regularly to coordinate efforts to combat child labor.	2009, 2010, 2011
	Ensure that the number of labor inspectors is sufficient given the scope and prevalence of child labor in Cameroon and allocate more resources for vehicles and fuel to the Ministry of Labor and Social Insurance.	2009, 2010, 2011
	Provide regular training on child labor and trafficking laws to enforcement personnel.	2011
	Gather and make publicly available information about child labor investigations and enforcement.	2009, 2010, 2011
Policies	Formally adopt the National Plan of Action to Combat Child Labor and Trafficking in Children and ensure that it addresses all relevant worst forms of child labor, including agriculture, domestic service and mining.	2010, 2011
	Assess the impact that existing policies may have on addressing child labor, including the National Policy Framework Document for the Full Development of the Young Child and the PRSP.	2010, 2011
	Include in the PRSP both budgets and detailed action plans related to the worst forms of child labor.	2011
	Include a detailed timeline in the strategy to implement the Trafficking in Persons Action Plan.	2010, 2011
Social Programs	Develop social protection programs that assist children working in the worst forms of child labor in sectors such as agriculture and domestic service and expand existing programs to the Northern Region.	2009, 2010, 2011
	Ensure the registration of all children at birth.	2011

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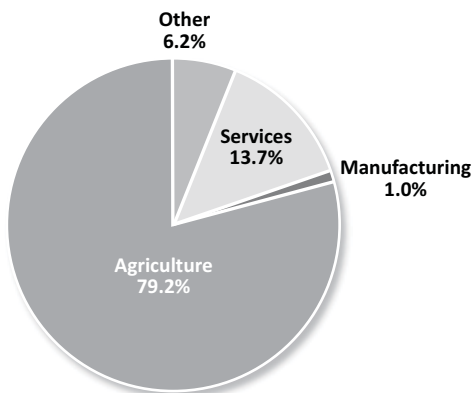
Cape Verde

In 2011, Cape Verde made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government ratified ILO Convention 138 on the minimum age for work and publicly committed to developing a list of hazardous work prohibited to children. Despite these efforts, Cape Verde faces significant legislative gaps, including a low compulsory education age and no protections against child prostitution for older youth. The Government also lacks a coordinating mechanism to combat child labor. Children in Cape Verde continue to engage in the worst forms of child labor, including in street work and prostitution.

Statistics on Working Children and Education

Children	Age	Percent
Working	10-14 yrs.	3.2 (2,392)
Attending School	5-14 yrs.	90.1
Combining Work and School	10-14 yrs.	1.7
Primary Completion Rate		98.9

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2001-2002.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Cape Verde are engaged in the worst forms of child labor, including in street work and prostitution.(3) Children typically engage in street work in Cape Verde's urban centers, begging, washing cars and selling water and food products.(3-6) The majority of children working on the



streets begin to do so when they are under age 15. Violence among gangs of street children is a rising problem.(7) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(8)

Children in Cape Verde also work in domestic service.(3, 4, 6, 9) Children employed as domestics may work long hours and are isolated in private homes, where they are susceptible to physical and sexual abuse.(10)

In rural areas, children work in dangerous activities in agriculture, fishing and animal husbandry.(3, 4, 6, 11, 12) Limited evidence suggests that children work cutting sugarcane.(3) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides. Children cutting sugarcane typically use sharp tools, including knives and machetes.(12) Fishing may expose children to risks such as drowning.(13)

Children also work as trash pickers in dumps and transport garbage and human waste.(3, 4, 6) Some children are known to work as assistants on construction sites and in mechanics and carpentry workshops.(3, 4)

Child prostitution is a problem in Cape Verde.(3, 14) Children have reported engaging in sexual activity with adults in exchange for money and, less frequently, clothing. Some children also work as escorts, receiving monetary compensation for going on dates with adults.(3, 15)

Some Cape Verdean children also work peddling drugs, including marijuana, for adults.(3, 5, 6)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work at age 15, but allows children to work for artistic and musical purposes at age 14. Such work must not compromise their school attendance, health or development, and their employer must receive approval from the Ministry of Labor.(16) On February 7, the Government ratified ILO Convention 138 on the Minimum Age for Work.(17) The Labor Code prohibits hazardous work for children under age 18.(16) Section 2 of the Labor Code, however, specifies that the Code only applies to employment relationships with private, cooperative and mixed enterprises and, in certain instances, public entities. Therefore, the Labor Code does not provide protection to children who engage in work outside of an employment contract.(7) Further, Cape Verde has not adopted a list of hazardous occupations prohibited to children under age 18.(7, 16)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	12
	Free Public Education	Yes

The Labor Code also prohibits forced or compulsory labor.(16) The compulsory recruitment age for the armed forces begins at age 18; however, children may voluntarily join at age 17 with parental consent.(18, 19) Children age 17 can be recruited into the military during times of conflict.(20) This provision conflicts with ILO Convention 182, which considers compulsory recruitment of children into armed conflict a worst form of child labor.

Both the Penal and Labor Codes prohibit child trafficking.(9, 21) The Penal Code criminalizes the advancing,

supporting or facilitating of minors under age 16 for prostitution. The Penal Code also bans the use of minors under age 14 for pornographic purposes.(22) However, the Penal Code does not protect children ages 16 to 17 from exploitation in prostitution, or children ages 14 through 17 from exploitation in pornography.

Act No. 78/IV/93 of 1993 establishes more severe penalties for the production, trade and trafficking of drugs when the offense was committed using minors.(7)

By law, children are required to attend school until age 12.(6, 19) This standard makes children ages 12 to 15 particularly vulnerable to the worst forms of child labor, as they are not required to be in school and are not legally permitted to work.

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Cape Verde has established a coordinating mechanism to combat the worst forms of child labor.

The General Inspector for Labor is the principal agency responsible for enforcing child labor laws. In 2011, 1,447 labor inspections were performed across sectors; no child labor violations were reported.(6, 19) The Labor Inspectorate works closely with the police, Office of the Attorney General and the Cape Verde Institute for the Child and Adolescent (ICCA) on enforcement issues related to child labor.(7)

The Ministry of Justice leads several other agencies, including the Ministry of Internal Administration, the Judicial Police (PJ) and the National Police (PN), in the efforts to combat human trafficking and prosecute criminal violations of child labor laws.(23) The PJ employs approximately 150 officers and the PN about 1,500 officers.(19) However, research has not revealed whether any investigations of child labor violations had occurred during the reporting period.

Government Policies on the Worst Forms of Child Labor

The National Plan of Action for the Elimination of Child Labor (NPAECL) prioritizes the eradication of worst forms of child labor.(24) The Plan outlines specific objectives, including data collection, institutional capacity building and enhancement of measures to prevent, protect and remove children from involvement in labor. It aims to engage multiple stakeholders, such as government agencies, workers' organizations, and child workers and their families, in the efforts to achieve these goals.(24)

The Government is also implementing the Strategic Education Plan (SEP) for 2003-2013. The SEP and the NPAECL each outline educational priorities to prevent and reduce child labor. Objectives include strengthening mechanism to monitor school dropouts, promoting non-formal and vocational training and increasing financial assistance for low-income families to increase their access to education.(7)

Throughout the reporting period, the Government worked to develop a Strategic Plan for the implementation of the National Policy for Children and Adolescents, which the ICCA released in January 2012.(25, 26) The plan aims to increase coordination among the agencies serving children and youth, including the abandoned and vulnerable. As part of the strategy, the Government plans to establish a standing committee to oversee its implementation and foster collaboration between public bodies.(26)

The National Action Plan for Human and Citizenship Rights targets human rights violations, including those impacting children and adolescents. For example, the policy explicitly proposes the development of mechanisms to identify cases of forced labor involving children under age 14, and programs to remove children from those situations.(4) However, it is unclear whether any existing policies address mechanisms to identify forced labor cases involving children ages 14 through 17.

The Government maintains a policy of free primary education for children ages 6 to 12. In addition, it provides free secondary education for children whose families earn less than \$1,871 annually.(6)

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

The Government continued efforts to raise public awareness about child labor and enhance services to victims. During the reporting period, the Director General of Labor organized a national workshop on child labor issues with various government officials to enhance understanding and develop strategies for implementing NPAECL.(7, 25, 27) The conference resulted in a public commitment to develop a list of hazardous activities legally prohibited to children and set the grounds for the creation of a National Commission on Child Labor.(25, 27) Other awareness-raising initiatives included the release of an Educational Guide on Child Labor targeted at key stakeholders, including parents and educators.(4, 7) The ICCA operates several child emergency centers, as well as a hotline to receive calls about child abuse. The Government has also

established emergency centers to assist child victims of sexual and economic exploitation.(7)

During the reporting period, the Government ran various initiatives that specifically target street children. ICCA operated reception centers that connect street children with educational and training opportunities. It also helps these children access necessary social, psychological and medical services.(7) The ICCA also implements *Nós Kaza-Criança fora da rua, dentro da escola*, a program to reintegrate children who have been living and working on the streets into their families and schools.(7)

Cape Verde is participating in a four-country, regional project focused on the development and implementation of national action plans to combat the worst forms of child labor.(28) The project seeks to enhance sustainable action from national government institutions, private-sector actors and civil society organizations. The 4-year project is funded by a \$5.2 million grant from the Government of Spain and will run through 2012.(29)

The Government continues to engage in three USDOL-funded regional projects. The first aims to combat the worst forms of child labor in five Lusophone countries in Africa. The 2-year, \$500,000 project aims to foster information sharing between Brazil and to target Lusophone countries about the best practices for eliminating the worst forms of child labor. Additionally, the project will provide technical assistance and guidance for countries to develop or refine national action plans on child labor.(30)

The second project is a 3-year, \$7.9 million project to strengthen ECOWAS' Child Policy and Strategic Plan of Action and to develop programs focusing on child trafficking as it pertains to the Strategic Plan.(31) The third, is a \$5 million, 3-year program meant to expand and extend the work of the above ECOWAS Project.(32)

Through the Cape Verde Social and Educational Action Institute, the Government implements various initiatives to increase access to education among the poor. For children who may still be subject to school fees, efforts include the provision of school fees, school materials and free meals to low-income families.(7) The question of whether these educational programs have an impact on child labor does not appear to have been addressed.

Despite these efforts, the Government does not currently have programs specifically targeting children working in domestic service, agriculture or drug peddling.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Code to protect all children under age 18, regardless of whether they are working under an employment contract.	2011
	Adopt a list of hazardous occupations prohibited to children.	2009, 2010, 2011
	Raise the minimum age for involvement in armed conflict to age 18.	2011
	Amend the Penal Code to protect all children younger than age 18 from exploitation in prostitution and pornography.	2009, 2010, 2011
	Raise the age of compulsory education to be equal to or higher than the minimum age for employment.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Ensure investigations of child labor violations are being conducted.	2011
Policies	Assess the impact the National Policy on Children and Adolescents may have on child labor.	2011
	Ensure that relevant policies target all children in forced labor.	2010, 2011
Social Programs	Assess the impact existing education programs may have on child labor.	2011
	Develop new and expand existing programs to reach more children involved in the worst forms of child labor, including those engaged in domestic service, agriculture, and drug peddling.	2010, 2011

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In 2011, the Central African Republic made no advancement in efforts to eliminate the worst forms of child labor. During the reporting period, children continued to be used as child soldiers by armed forces. The Government had previously signed an agreement with UNICEF to demobilize child soldiers, and in 2011, recommitted itself to protect children through a separate general action plan with UNICEF. However, the Government did not prevent local authorities from supporting self-defense militias that use children. The Central African Republic did not conduct any child labor investigations and did not implement programs to withdraw children from the worst forms of child labor. Children continue to be involved in other worst forms of child labor, including in diamond mining as well as in forced labor in agriculture.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	51.1 (602,932)
Attending School	5-14 yrs.	53.9
Combining Work and School	7-14 yrs.	33.4
Primary Completion Rate		41.1

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in the Central African Republic (CAR) are engaged in the worst forms of child labor, including being used as child soldiers in armed militias.(3-6) Children are also commonly engaged in dangerous work in fishing and agriculture.(7-10) Although evidence on children's involvement in the production of particular agricultural products is limited, there is reason to believe that children are engaged in work on cotton, coffee, cassava and peanut farms under conditions that amount to the worst forms of child labor.(6, 11, 12) Children's work in agriculture may involve carrying heavy loads and applying potentially harmful pesticides, while fishing may expose children to waterborne diseases and drowning.(9, 10, 13)

Numerous children also work under harmful conditions in gold and diamond mines, transporting and washing gravel, digging

pits, using sieves, and carrying heavy loads.(12, 14-16) Many children also work long hours as domestic servants.(17, 18) Children employed as domestics may work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(19) *Ba'aka* children (Pygmies) are forced into both agricultural labor and domestic service.(6, 17)

A high rate of orphanhood, including from HIV/AIDS, displaces thousands of children to the streets especially those of Bangui, the capital of CAR. Many of these children work as street vendors.(6, 17, 20) Children working on the streets may be exposed to many dangers, including severe weather, vehicle accidents and criminal elements.(21) Children, including street children, abandoned children and those dwelling in urban areas, are also exploited in prostitution.(11, 18, 20) Some children have also been forced to work as porters, including carrying stolen goods for criminal groups. (6, 10, 14)

Because of protracted conflict, spillover violence from neighboring countries and rebel groups, the Government of CAR has little control outside of the capital.(3, 6, 22, 23) In some cases, especially in areas where there is no national army or police force present, villages and towns have formed self-defense groups to protect themselves from attacks by rebel groups and bandits. UNICEF estimates that one-third of the members of these groups are children who serve as combatants, lookouts and porters.(3, 4, 10) The Government did not prevent local authorities from supporting self-defense militias that use children and, according to the UN Secretary General, provided support in certain instances.(3-6, 24) The Internal Displacement Monitoring Centre and the Watchlist on Children and Armed Conflict reported that some officials from the Ministry of Defense equipped a self-defense group in the community of Obo with items such as ammunition for hunting rifles and flashlights. The Monitoring Centre and Watchlist also reported that the Government provided

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certain self-defense groups with badges.(3) In June 2012, the UN Secretary General published a report that noted the national army of CAR reportedly used children for various purposes, including manning checkpoints.(5) Children are also abducted for forced labor and/or soldiering by rebel groups, such as the Lord's Resistance Army (LRA), a Ugandan rebel force that has moved into CAR.(3-5, 25-27) The LRA forces children to work as soldiers, sex slaves and porters.(6) Children also are still reported to be recruited and used by other indigenous rebel groups such as the Convention of Patriots for Justice and Peace, (CPJP) the Union of Democratic Forces for Unity (UFDR), the Popular Army for the Restoration of the Republic, Democratic Front for the Central African People and the Movement of Justice for Central African Liberators. (3- 6, 10, 22, 25) Children were seen fighting in the CPJP and UFDR in clashes in September and October 2011. At least 63 children were killed in those clashes.(5)

CAR is a source and destination country for trafficked children. Along with children trafficked by the LRA, children are trafficked internally for commercial sexual exploitation, domestic service, work in agriculture, restaurants and markets, and mining including diamond mines.(18, 27, 28) Children are trafficked between CAR and Cameroon, Chad, Nigeria, Republic of the Congo, Democratic Republic of the Congo and Sudan for similar purposes.(28)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 14.(29, 30) However, children who are at least age 12 may engage in light work in some forms of agriculture or domestic service.(30, 31) Children younger than age 18 are prohibited from working between 10 p.m. and 5 a.m. and from performing certain kinds of work, including work in mines. (30, 32, 33) In addition, the law protects children younger than age 14 from performing work that involves carrying heavy loads.(8, 31) The Government has not issued a more specific list of prohibited hazardous work. In addition, the Labor Code does not apply to self-employed workers, including children.(14)

Education is compulsory until age 15.(14) Tuition is free, but students must pay for their own supplies, books and transportation. The cost of these associated fees may be prohibitive for some students and the inability to attend school may increase these children's risk of involvement in the worst forms of child labor.(11)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Labor Code prohibits all forms of slavery, forced labor and bonded labor. It also bans forced or compulsory recruitment of children in armed conflict and the use of children for illicit purposes.(34) The minimum age for compulsory or voluntary recruitment into the Government Armed Forces in CAR is 18.(4, 35) The Labor Code also prohibits the procurement or offering of a child for prostitution and the production of pornography.(34) The Penal Code includes a prohibition against assisting in or profiting from prostitution and human trafficking.(18, 28)

Institutional Mechanisms for Coordination and Enforcement

In July 2011, CAR launched the National Council for the Protection of Children, which is charged with coordinating policies and strategies to protect children, including from sexual exploitation and child soldiering.(10, 18, 28) This council replaced the National Committee on Orphans and Other Vulnerable Children, which was created in 2004, with a mandate to coordinate social protection for children, but the latter has not been active.(18, 36) However, research found no evidence of a body that coordinates government efforts to combat all forms of child labor.

The Ministry of Labor is charged with monitoring and enforcing laws related to forced and hazardous child labor.(18) However, as noted by the ILO Committee of Experts, there has not been a labor administrator to coordinate efforts since

1999. (30, 37) There is also no system in place for the Ministry to track child labor complaints. (18, 30, 37)

The Ministry of Labor employed 73 labor inspectors in the Labor Inspection Unit. However, training for labor inspectors did not include any specific information on child labor and the inspectors are not provided with transportation funds. (10, 18, 30, 37) A 2008 study the latest year for which such information is available, was sponsored by the Ministry with support from UNICEF concluded that inspections are not conducted in a manner that effectively prevents child labor. (18) The Ministry did not conduct any child labor investigations in 2011. (10)

The Ministry of Justice, in coordination with security forces, is responsible for the oversight and investigation of the commercial sexual exploitation of children, child trafficking and the use of children in illicit activities. However, the ministry does not provide its officers with any training in these areas and they lack sufficient office facilities and transportation to carry out investigations. (10, 30) The Government does not have any means to identify victims of trafficking and was unable to provide data on the number of arrests and prosecutions of those involved in trafficking children, or in using them in commercial sexual exploitation or other illicit activities. (10, 18, 28)

In January 2010, a senior inspector from the Gendarmes, a military force charged with civilian policing, was tasked by the Deputy Minister of Defense to investigate reports of child soldiers in self-defense militias. (38) However, in 2011, there were no enforcement actions reported that related to child soldiers. (10)

Government Policies on the Worst Forms of Child Labor

The Government has a National Action Plan to Combat Child Sexual Exploitation and Abuse, which includes measures to address sex trafficking. (38) The Government also has a separate Action Plan designed to combat trafficking in persons, including child trafficking. (38) In 2007, CAR signed an agreement with UNICEF and certain rebel groups to demobilize child soldiers. Since then, CAR has taken some steps to reduce the use of child soldiers. (28, 34, 39) CAR also participated in a regional conference, in June 2010, resulting in the N'Djamena Declaration. This Declaration binds signatory countries, including CAR, to eliminate the use of child soldiers

in their territories. (27) Most recently in 2011, CAR signed a general action plan with UNICEF for the protection of children. (28, 34, 39)

The Government has other relevant policies, particularly a National Action Plan for Education and the National Poverty Reduction Strategy. (34, 40, 41) The National Action Plan for Education includes a policy of supporting informal schools in rural areas in order to permit children ages 8 to 15, who have never been to school before, to access education. (40) The question of whether this policy has an impact on child labor does not appear to have been addressed. Nonetheless, there is a severe lack of schools and teachers especially in rural areas, which prevents some children from accessing education. (14, 34, 42) The use of school buildings by armed groups, as well as attacks on schools during the recent conflicts, has also made schools inaccessible to children in some areas and increased risks to children in these locations. (43, 44)

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

In 2011, the Government of CAR continued partnering with UNICEF on programs to protect, demobilize and reintegrate child soldiers. (28) International organizations are also working with the Government to reduce the large gaps in educational infrastructure by building schools and training parents to be informal teachers. (10, 42) During the reporting period, rebel groups also worked with UNICEF to reach agreements to end the use of child soldiers. In October, APRD which had demobilized approximately 1,300 children between 2009 and 2010, signed an action plan with UNICEF to end the recruitment and use of children. (5) A similar plan was signed by the CPJP in November. UFDR also reiterated its commitment to a 2007 action plan that it had signed with UNICEF for these same purposes. (5) CPJP and UFDR created implementation committees to release children, while APRD did not. (5) However, the APRD militia subsequently disbanded itself as of May 2012. (45)

Aside from the limited programs above, research found no evidence of government-supported programs for children engaged in the worst forms of child labor, or to prevent children from entering such work, including commercial sexual exploitation, domestic service, child soldiering, mining and agriculture. The scope of programming in CAR is not sufficient to address the multitude of children found engaged in the worst forms of child labor.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Code to— <ul style="list-style-type: none"> • Include a specific list of hazardous work prohibited to children. • Extend the Code to cover self-employed children. 	2009, 2010, 2011
Coordination and Enforcement	Establish a body to coordinate government efforts to combat all worst forms of child labor, or expand the purview of the new National Council for the Protection of Children in this regard.	2011
	Provide adequate resources to enforce laws against the worst forms of child labor including by training personnel, adding to budgetary resources and providing office facilities.	2009, 2010, 2011
	Create an inspection system that monitors and tracks reported cases of the worst form of child labor.	2010, 2011
	Conduct inspections on child labor.	2011
	Complete an investigation of militias' use of child soldiers, publish the results, and based on this information take vigorous steps to end this practice and rehabilitate victims.	2010, 2011
	Ensure that local officials and members of the Ministry of Defense do not support self-defense militias that are using children, especially those groups using children as combatants.	2011
	Create a system to identify child victims of trafficking and provide them with adequate shelter and protection.	2010, 2011
Policies	Assess the impact that existing policies may have on addressing child labor.	2009, 2010, 2011
	Eliminate the fees associated with education to increase the number of children able to access schooling, and take measures to ensure safe schools and adequate numbers of teachers and schools.	2010, 2011
Social Programs	Implement programs that provide services to withdraw and protect children from the worst forms of child labor, particularly in child soldiering, mining, domestic service, agriculture and prostitution.	2009, 2010, 2011

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Chad

In 2011, Chad made a minimal advancement in efforts to eliminate the worst forms of child labor, particularly by eliminating the use of child soldiers in the Chadian army. During the year, the Government worked with both its national army and with rebel groups on demobilization. Although children may have continued to be used by rebel groups, no evidence was found that child soldiers have remained in the national army. In April 2011, the Government of Chad signed the joint Government of Chad-UN Action Plan on Children Associated with Armed Forces and Groups in Chad to prevent children from being recruited in the future. However, the Government has not enacted laws that would improve its weak legal framework on child labor, has not enforced laws to protect children from the worst forms of child labor and lacks programs to reduce the worst forms of child labor. The Government continues to lack laws criminalizing the use of children as child soldiers and addressing the use of children for illicit or pornographic purposes. In addition, the lack of a clear compulsory education age continues to put children at risk of exploitative labor. Children continue to be involved in worst forms of child labor particularly in dangerous activities in herding.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	53.0 (1,535,025)
Attending School	5-14 yrs.	39.6
Combining Work and School	7-14 yrs.	30.7
Primary Completion Rate		32.9

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2004.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Chad, including work as cattle herders.(3, 4) Many children work in agriculture, which may involve tasks such as carrying heavy loads or using dangerous tools.(4-7) Numerous children also work as herders, in poor conditions such as without shelter and risk injury while working in isolated areas.(4, 8-10) Some such children are sold into forced labor in herding by their families.(11) Children working in the fishing sector risk drowning, disease and injury from sharp tools.(4, 12)

Many children work in the urban informal sector. Some of them work as manual laborers and risk injury from dangerous tools.(4, 13) In several towns and especially in the capital, N'Djamena, street children are found begging, doing odd jobs and working in markets. These children are vulnerable to harassment and injury from traffic accidents.(8) Children also work as domestic servants, and some suffer physical and sexual abuse from their employers.(14, 15) Some of these children are sold or bartered by their families and are forced to engage in these activities.(16) Some boys, sent to Koranic teachers to receive education, are forced to beg and surrender the money they have earned or risk being beaten.(17)

While government forces no longer recruit children as child soldiers in Chad, children may continue to be used by rebel groups.(6, 18, 19) In 2011, Chad continued to experience insecurity as a result of bandits and large populations of internally displaced persons and refugees from neighboring conflicts. In contrast to the previous 5 years, there was no rebel activity in Chad in 2011.(20-22) The Government stopped recruiting children as soldiers into the national army midway through 2010.(6, 18) In 2011, UNICEF and a number of other humanitarian aid organizations working in Chad found no evidence that children had remained in the ranks of the national army.(18, 23) However, some rebel groups may have continued to use children.(4, 18, 19) There were also reports

of children around military camps, including national army camps, doing odd jobs for the soldiers there.(18)

Within Chad, some children are trafficked for prostitution and forced labor in domestic service, herding, begging and fishing. Chadian children are also trafficked to the Central African Republic, Nigeria and Cameroon for forced labor in cattle herding.(11) Children from Chad are trafficked to Saudi Arabia to work in forced labor as beggars and street vendors.(24)

The reporting period was marked by poor harvests in Chad causing severe food shortages.(25) This increased children's vulnerability to the worst forms of child labor.

Laws and Regulations on the Worst Forms of Child Labor

According to the Labor Code, the minimum age for work is 14; however, exceptions permit light work in agriculture and domestic service from age 12, and apprenticeships starting at age 13.(26-28) The Labor Code also permits exceptions to be established through decrees issued by either the Ministry of Labor and Social Security or the Ministry of Public Health.(26, 28) A decree from 1969 establishes a list of hazardous activities specifically prohibited for children under the age 18, such as working in a slaughterhouse or mine.(27, 29) However, such protections apply only to work in formal enterprises and do not protect children working in informal activities such as domestic service.(27, 30)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	No
	Free Public Education	Yes

Chadian law makes attending primary and middle school compulsory. Primary school is organized as three cycles that each last 2 years, while middle school has an expected period of 4 years. The law permits children between ages 6 and 12 to commence primary school, but does not clearly set a required age to begin schooling.(28, 31) The lack of a clear age for children to enroll in school puts the children at risk of the worst forms of child labor prior to fulfilling their compulsory education requirement. Chadian law also establishes the right to free education.(31) However, Chad faces many challenges in providing access to education, including shortages of functioning schools, teachers and teacher absenteeism.(3, 17, 32)

The minimum age for compulsory military recruitment is 20. The minimum age for voluntary military recruitment without parental consent is 18. However, a minor with a guardian's consent may volunteer for military service prior to age 18 and the law does not establish a clear minimum age for these children.(33, 34) No clear, uniform penalties exist for contravening the ordinance that establishes the minimum age for recruitment.(29, 35, 36) Although the UN Action Plan calls for a law criminalizing all use of child soldiers, to date no such law has been enacted.(36, 37) The lack of a law criminalizing the use of child soldiers and the lack of adequate penalties for using child soldiers increase the risk that children could be used as child soldiers in future conflicts.

Under the Penal Code prostitution is illegal, and penalties are more stringent for exploiting minors.(29) However, under this law only those who procure children are considered offenders. Those who use children under age 18 for sexual services are not considered offenders, and the law does not establish offenses related to pornography or pornographic performances by a child under age 18.(30) The Labor Code prohibits forced labor.(11, 26), Chad lacks a law protecting children from being used, offered or procured for illicit activities.(3)

There is no specific law on human trafficking in Chad. However, traffickers can be prosecuted under charges of kidnapping, sale of children or labor statute violations.(16, 29, 38) A draft Criminal Code was developed in 2002 that included provisions to address trafficking and make more types of child sexual exploitation illegal.(29, 39) However, this draft code has not yet been adopted. Likewise, a code on the protection of children was drafted in 2009, but it has not yet been adopted.(38, 40, 41) Similarly, in 2009 Chad began drafting regulations to regulate domestic work but, to date, no regulation has been issued. If these new laws are enacted and enforced they would provide more protection for children than the country's Penal Code provides.(30)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence of a coordinating mechanism to combat the worst forms of child labor. However, there is a National Committee to Fight Against Trafficking, which consists of several government agencies partnered with international agencies.(6) This committee implements the national action plan on trafficking but has limited resources.(6) Each of the 22 regions of Chad reportedly has a technical committee responsible for addressing the worst forms of child labor, but there is no coordination at the national level. These regional committees include representatives from the Ministries of Education, Public Works, Justice, and Social Affairs and Family, as well as a representative from the police.(16, 42)

Inspectors and comptrollers from the Office of Labor Inspection in the Ministry of Labor are responsible for implementing and enforcing child labor laws.(39, 43) In 2011, Chad trained 10 new inspectors. This increased the total number of labor inspectors and comptrollers to 102.(43) No statistics are available on the number of inspections that were conducted, the results of any such inspections, or the amount of training provided for labor inspectors.(6)

The National Committee to Fight Against Trafficking and special police units are responsible for both investigating and enforcing laws that relate to the offenses of prostitution and trafficking.(16, 39) Inspectors from the Chadian National Army are responsible for investigating reports of child soldiers. Ministry of Human Rights officials have also been trained to help identify child soldiers.(39, 42)

No statistics on law enforcement for the worst forms of child labor are available. Some crimes, especially in rural areas, are dealt with under traditional and tribal justice systems, and statistics are not centrally compiled.(6) There is no evidence of prosecutions for trafficking or other worst forms of child labor during the reporting period.(11, 40) In 2010, Chad's Defense Ministry did report that military discipline has been brought to bear against some perpetrators of child soldiering.(44) However, a lack of statistics on enforcement precludes effective targeting of enforcement, hampers programming and undermines efforts to reduce the worst forms of child labor.

There are only 150 judges in Chad and there is a lack of physical infrastructure for the judiciary, such as courthouses. As a result, the judicial system is ill-equipped to prevent the worst forms of child labor.(4, 6)

Government Policies on the Worst Forms of Child Labor

During the reporting period, the Government of Chad did not establish a policy framework for the elimination of the worst forms of child labor. Although a national action plan was drafted in 1999, it still has not been adopted.(3, 42) With support from UNICEF, the Ministry of Justice drafted an "Integrated Action Plan to Fight the Worst Forms of Child Labor" (2008-2010). Although this Plan was never adopted, the government ministries continued to support its goals.(3, 16, 39, 43) Chad also has a draft national plan to address the trafficking of women and children, which has not yet been adopted.(9) Within its poverty reduction strategy, Chad has focuses on reducing the exploitation of child herders.(9) A 10-year plan from 2004 to 2015 exists for reforming the education system, and the Chadian education system policy includes a focus on ensuring equitable access to education for child domestic workers, child herders, child soldiers street children, among others.(3, 41, 45) However, Chad continues to face a widespread shortage of functioning schools and teachers.(3, 17, 32)

In 2007, the Government of Chad and UNICEF signed an agreement to demobilize child soldiers from various armed groups engaged in conflicts in Chad and to repatriate Sudanese children who have been forcibly recruited.(46, 47) In June 2010, Chad signed the N'Djamena Declaration, a regional agreement binding its signatories to eliminate the use of child soldiers in their territories.(48, 49) In April 2011, the Government of Chad signed the joint Government of Chad-UN Action Plan on Children Associated with Armed Forces and Groups in Chad. The Plan provides concrete steps for eliminating the use of child soldiers in Chad.(18, 37)

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

Programs to combat the worst forms of child labor remain few and limited in scope compared to the magnitude of the problem, particularly in agriculture, herding and domestic service.(3, 41)

During the reporting period, Chad worked with social partners to reduce the worst forms of child labor. Chad has worked with partner organizations, such as UNICEF, to implement programs to demobilize, rehabilitate and reintegrate child soldiers.(15, 46) In 2011, to prevent the future recruitment of child soldiers, Chad provided training to 91 members of its armed forces.(43) The Ministry of Public Service and Labor promoted awareness raising campaigns about the worst

forms of child labor, especially the use of child herders.(6)
In coordination with government officials, NGOs also worked on a 2-year project to reduce the number of children being trafficked into domestic service and herding by raising awareness and by collecting statistics on the extent of the problem.(15)

The Government of Chad is implementing a child survival and development program. However, an evaluation of whether this

program has an impact on the worst forms of child labor has not been conducted.(28)

The Government is taking some steps to improve access to education by building additional schools and permitting local communities to hire and pay their own teachers.(32, 50) These steps have not been sufficient and a lack of access to education across Chad makes children vulnerable to the worst forms of child labor.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Draft and adopt a law that criminalizes all use of children under age 18 in armed conflict and provides appropriate penalties.	2009, 2010, 2011
	Adopt the draft Child Protection Code and legislation pertaining to domestic workers.	2009, 2010, 2011
	Adopt the draft Penal Code provisions designed to protect children from trafficking and sexual exploitation.	2009, 2010, 2011
	Enact a law to prohibit the use, procurement or offering of children for illicit or pornographic purposes.	2011
	Review and update the list of hazardous occupations, ensuring that it covers all sectors where children are at risk of injury, and impose appropriate penalties for violations.	2009, 2010, 2011
	Amend the education law to establish a clear age for compulsory education that ensures children are in school until they have attained at least the minimum age 14 for employment.	2009, 2010, 2011
Coordination and Enforcement	Continue to work toward fulfilling the responsibilities committed to in the June 2010 N'Djamena Declaration on eliminating all use of child soldiers in Chad.	2009, 2010, 2011
	Establish a national coordination mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Provide law enforcement officials and judges with adequate resources to enforce laws against the worst forms of child labor.	2009, 2010, 2011
	Gather and publish statistics regarding the enforcement of the worst forms of child labor laws, including the number of complaints, investigations, prosecutions, convictions and sentences.	2009, 2010, 2011
Policies	Adopt a National Action Plan to effectively target all worst forms of child labor in Chad.	2009, 2010, 2011
	Assess the education reform plan to ensure equitable access for former child domestic servants, herders and soldiers.	2009, 2010, 2011
	Implement the N'Djamena Declaration and eliminate the use of child soldiers across Chad by holding accountable those who recruit and use child soldiers.	2009, 2010, 2011
Social Programs	Assess the impact that existing development programs may have on addressing child labor.	2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Develop programs to prevent the recruitment of children into armed forces and demobilize those currently engaged in child soldiering.	2009, 2010, 2011
	Establish and expand programs providing services to children engaged in the worst forms of child labor, especially in agriculture, herding, domestic service and forced begging by: <ul style="list-style-type: none"> • Strengthening the livelihoods of families of child laborers, • Raising awareness of the importance of education and • Addressing the lack of schools and trained teachers, as well as teacher absenteeism. 	2009, 2010, 2011

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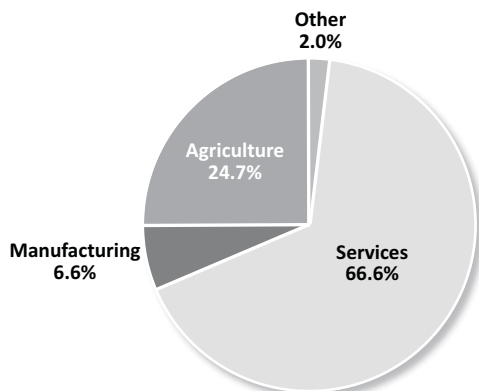
Chile

In 2011, Chile made a significant advancement in efforts to eliminate the worst forms of child labor. The Government passed landmark legislation barring all forms of trafficking for the purposes of labor and sexual exploitation, augmenting protections for children. The Government also banned minors from working at night in commercial and industrial establishments. Chile increased assistance to child victims of commercial sexual exploitation, in addition to maintaining several programs that provide direct assistance to children in the worst forms of child labor. The Government also made efforts to collect accurate data on child labor, including by scrutinizing its internal procedures for registering incidents of child labor and by collaborating extensively with the ILO to begin a national survey on child labor. While Chile continued to implement a number of policies and programs targeting the worst forms of child labor, the impact these initiatives have had on reducing child labor remains unknown. The worst forms of child labor continue to exist in Chile, mainly in the commercial sexual exploitation of children and in hazardous activities in urban informal work.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	3.5 (97,928)
Attending School	5-14 yrs.	97.2
Combining Work and School	7-14 yrs.	4.0
Primary Completion Rate		95.7

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2003.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

While rates of working children are relatively low in Chile, some children engage in the worst forms of child labor, primarily in commercial sexual exploitation and in hazardous activities in urban informal work.(3, 4) The commercial sexual exploitation of children is a problem in Chile; it takes place in cities, including Santiago and Valparaiso, in open public areas and in other venues, such as bars and dance clubs.(3, 5, 6)

In urban areas children work in street vending, construction, and domestic service.(4) These activities may carry the risk of injury and accidents as they require strenuous physical exertion and, in the case of work on the streets, exposure to severe weather and traffic accidents.(7) Children working as domestic servants may work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(8)

There are documented cases of children in rural areas working in hazardous activities in agriculture, though information on

the agricultural products and the specific activities that children engaged in is not available.(4, 9, 10) Hazardous agricultural work can include using dangerous tools, carrying heavy loads, and handling harmful pesticides.(11)

Children are used to transport drugs in the border area with Peru and Bolivia. Children are also trafficked internally for the purpose of commercial sexual exploitation.(12)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 18, though children may engage in light work at age 15. Chile has a list of 27 types of work that are dangerous and prohibited for children younger than age 18, including work with toxic chemicals, heavy machinery and sharp tools, as well as other types of work that carry risks to the mental and physical health of the child.(13) In 2011, the Government of Chile modified the Labor Code to prohibit minors under the age of 18 from working at night in commercial and industrial establishments.(14)

	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	18
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	18
	Free Public Education	Yes

The Chilean Constitution and Labor Code prohibit slavery and forced labor.(15, 16) In 2011, the Government of Chile passed comprehensive legislation prohibiting domestic and international trafficking in persons for the purposes of labor and sexual exploitation, strengthening prior legislation, which had prohibited some but not all forms of human trafficking.(17- 19) The Penal Code prohibits all activities related to the prostitution of children and child pornography,

including its production, distribution and possession. (20) In 2011, the Government of Chile reformed the Penal Code to explicitly prohibit digital pornography of minors and to require maximum punishment, which is 3 to 5 years' imprisonment, for people who produce, disseminate, or view pornographic material involving minors.(21, 22) The minimum age for voluntary and compulsory military service in Chile is 18. (23) Chilean Law provides for specific penalties for adults who involve children under the age of 14 in the production or trafficking of illicit drugs.(21, 24-26) Education is compulsory through the completion of secondary school, generally at age 18.(27)

Institutional Mechanisms for Coordination and Enforcement

The Government of Chile operates a National Advisory Committee to Eradicate Child Labor, headed by the National Service for Minors (SENAME), which is charged with implementing a national plan against child labor. Participating ministries include the Ministry of Labor, the Ministry of Education, the Ministry of Justice, the Ministry of Agriculture, the National Statistics Institute and the National Tourism Service (SERNATUR), among others.(4) During the reporting period, members of the Advisory Committee met regularly and worked extensively with the ILO to prepare Chile's Second National Survey on Activities of Children and Adolescents, conducted in early 2012.(28)

The Government maintains a national case registry of the worst forms of child labor. The Ministry of Labor, the National Investigations Police, the National Uniformed Police, and SENAME input information on cases of the worst forms of child labor into the registry.(6, 29, 30) The registry enables SENAME to track incidents of the worst forms of child labor and to enhance programs designed to assist child laborers.(6, 29, 30) In 2011, the registry received reports of 444 cases of children and adolescents involved in the worst forms of child labor, a decrease from 571 in 2010.(21) SENAME has not attributed the decrease in cases to a particular factor, though it is investigating if internal difficulties in reporting cases could have played a role.(28) The majority of cases involved the commercial sexual exploitation of children, followed by the involvement of children in illicit activities—mainly the production and trafficking of drugs. The remaining cases were instances of children working in hazardous environments or engaging in other types of hazardous child labor.(21) During the reporting period, SENAME trained regional government and law enforcement representatives on the worst forms of child labor and the case registry system.(21)

The Government also operates an Interagency Working Group on Trafficking in Persons, which has the responsibility of coordinating the Government's anti-trafficking efforts and is headed by the Ministry of the Interior. Members include law enforcement agencies, the Public Ministry, the Ministry of Foreign Relations, the Ministry of Justice and the National Service for Minors, among others.(31)

The Ministry of Labor is charged with enforcing child labor laws and employs approximately 452 labor inspectors who inspect for all types of labor violations, including child labor. (21) In 2011, the Ministry of Labor imposed sanctions in 155 cases involving child labor law violations, an increase from 104 child labor sanctions in 2010.(32) The majority of the cases were for violations of work contract requirements for the employment of children between ages 15 and 18.(28) The specific sectors targeted for inspection are not known.

SENAME, the Ministry of Health, and the police also play roles in enforcing laws related to the worst forms of child labor, and in identifying exploited children.(4) For example, Chile's National Uniformed Police has a Department of Minors' Police with approximately 100 officers dedicated to minors' issues; they identify children in the worst forms of child labor and refer them to SENAME.(4)

A number of government agencies are likewise charged with enforcing laws against child trafficking and commercial sexual exploitation of children. They include the National Investigations Police, the Attorney General, and the National Uniformed Police.(33) The National Investigations Police, for example, oversees regional offices which specialize in the investigation of sex crimes and the commercial sexual exploitation of children.(4) SENAME and the National Uniformed Police operate free hotlines to receive reports of commercial sexual exploitation of children.(5)

During the reporting period Chile's Public Ministry opened 106 new investigations for the commercial sex trafficking of minors. (27, 31) There were criminal convictions for the commercial sexual exploitation of minors during the reporting period, though the number of convictions was not available. (34)

Government Policies on the Worst Forms of Child Labor

In 2011, the Government of Chile continued to implement activities in line with Chile's National Plan to Prevent and Eradicate Child Labor, which aims to raise awareness about child labor, ensure children's retention in school, and protect

children and adolescents from exploitative work.(4, 35, 36) However, the National Plan expired at the end of 2010. The Government intends to prepare a new plan after processing the results of its 2012 national child labor survey, which will provide data on the current prevalence and nature of child labor.(38, 39) The Ministry of Education and the Ministry of Labor signed an agreement to implement joint actions in the metropolitan region of Santiago against child labor, including through the creation of mechanisms to detect child labor within the school system.(17) The Government has an agreement with the ILO to integrate the issue of child labor into Chile's social protection system. The agreement calls for both preventive actions and measures to remove children from the worst forms of child labor.(40) The Ministry of Labor has an agreement with the Confederation of Production and Commerce (CPC), one of the country's largest business associations, to collaborate in the fight against child labor. The CPC continues to distribute guides to employers on eliminating child labor through their member guilds.(33) While the impact of these policies on reducing the worst forms of child labor remains unknown, the 2012 national child labor survey could provide useful information about changes in child labor since the previous survey, conducted in 2003.(38)

The Government of Chile also has a Technical Workgroup on the Worst Forms of Child Labor, composed of SENAME, the Ministry of Labor, the Ministry of Education, the Ministry of Health, SERNATUR, the National Uniformed Police and the ILO. The aim of the Workgroup is to evaluate and promote programs that prevent and protect children from the worst forms of child labor.(21) The Workgroup met five times in 2011 and developed a multi-sector protocol and awareness-raising material for the identification, registration and care of children in hazardous agricultural work.(11, 28)

Chile has agreements with other governments in the region to address issues of commercial sexual exploitation of children and child trafficking. Chile and other Southern Common Market (MERCOSUR) countries are carrying out the "Southern Child Initiative" to defend the rights of children and adolescents in the region.(41, 42) The Southern Child Initiative includes public campaigns against commercial sexual exploitation, trafficking and child labor as well as mutual technical assistance in raising domestic legal frameworks to international standards on those issues; it also includes the exchange of best practices related to victim protection and assistance.(43) During the reporting period, MERCOSUR member countries met to exchange good practices of systems to protect children and adolescents from commercial sexual exploitation as part of the Southern Child Initiative.(43)

SERNATUR is part of the Joint Regional Group for the Americas, which conducts child labor prevention and awareness-raising campaigns in tourism and whose members include Bolivia, Brazil, Chile, Colombia, Ecuador, Suriname, Uruguay, and Venezuela.(44) The Government of Chile has a bilateral agreement with Bolivia to combat the worst forms of child labor, with a special emphasis on child trafficking.(6)

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

The Government of Chile operates a number of programs to prevent and remove children from the worst forms of child labor. SENAME assists disadvantaged youth and children at risk of or engaged in the worst forms of child labor through its 93 intervention centers throughout the country.(21) In 2011, these programs helped a total of 7,730 children.(21) In addition, SENAME operates 16 specialized programs, which include psychosocial and education services to assist child victims of commercial sexual exploitation. In 2011, SENAME assisted 1,168 child victims of commercial sexual exploitation, an increase from 1,101 assisted children in 2010.(21, 31)

In 13 regions, the Ministry of Education operates educational reinsertion programs for vulnerable children, including child laborers. In addition, the Ministry of Education oversees a bilingual education program to increase the quality of

education available to indigenous children and improve community involvement in the educational process.(45) The question of whether these programs have an impact on the worst forms of child labor does not appear to have been addressed.

The Ministry of Social Development runs the Bridge Program, a \$7.3 million initiative which in 2011 assisted over 90,000 families living in extreme poverty by facilitating families' access to government social services, including health, education and cash transfers.(21, 46) One of the objectives of the program is to combat child labor.(4) To benefit from the Bridge Program, families with children between ages 6 and 18 must demonstrate their children are enrolled in school and have an attendance rate of at least 85 percent.(21) Other programs provide scholarships and social services to children at high risk of leaving school to enter work, such as adolescent parents and children of incarcerated parents.(21) In addition, the Government participates in a 4-year, \$3 million regional project to eradicate child labor in Latin America, funded by the Government of Spain.(47)

The Government of Chile has a range of services and programs to assist the most vulnerable children. The programs have extensive coverage and the capacity to reach children engaged in many of the worst forms of child labor.

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

Area	Suggested Actions	Year(s) Action Recommended
Policies	Ensure a new national plan against child labor is drafted and enacted.	2011
Social Programs	Assess the impact that the Ministry of Education's reinsertion and bilingual education programs may have on child labor.	2010, 2011

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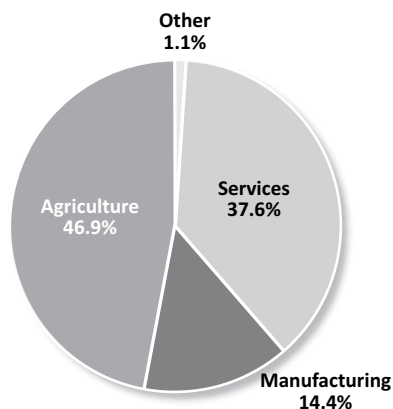
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In 2011, Colombia made a minimal advancement in efforts to eliminate the worst forms of child labor. For the first time, the Justice and Peace Court sentenced a former paramilitary leader to 8 years in prison for recruitment of children, among other crimes, and required reparations for the victims. The Government also amended the Penal Code to stiffen penalties for child trafficking and the use and recruitment of children for begging and illicit activities. It established a separate Ministry of Labor and created the Administrative Department for Social Prosperity and the National Agency to End Extreme Poverty, to help lift 1.4 million people out of extreme poverty. In February 2012, the Government began to provide free public education from kindergarten through high school. However, children continued to be forcibly recruited by non-state armed groups, and the UN High Commissioner for Human Rights and the UN Secretary-General have reported cases of children used by the National Armed Forces as informants, in direct contravention of both national law and military policy. In addition, the National Strategy to Eradicate the Worst Forms of Child Labor has not been fully implemented. Children also continued to engage in other worst forms of child labor, particularly in hazardous activities in agriculture and in mining.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	5.4 (474,034)
Attending School	5-14 yrs.	92.5
Combining Work and School	7-14 yrs.	5.5
Primary Completion Rate		113.9

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from GEIH Survey, 2009.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Colombia, many in hazardous activities in agriculture and mining.(3, 4) Reportedly, some children work in the production of coffee, sugarcane, and coca (an illegal stimulant) and help produce vegetables, rice and livestock. Limited evidence suggests that children work in the production of cotton and fruits.(5-9) These children may perform physically arduous tasks such as lifting heavy loads.(5) Children are also engaged in artisanal mining, which exposes them to toxic gases, long hours, explosives and dangerous chemicals such as nitric acid. They reportedly mine emeralds, gold, clay and coal; they also work breaking rocks, digging with picks or their bare hands, removing water from mines and lifting heavy loads.(6-8) Limited evidence suggests that indigenous *Wayúu* children work alongside their families in the production of gypsum, salt and talc, and that indigenous *Kametsa* and *Inga* adolescents are engaged in logging.(9)

A 2007 study by the Colombian National Institute for Family Welfare (ICBF) estimates that 4,457 children live on the streets of 16 Colombian cities.(10) They are engaged in begging, stealing, street vending, garbage scavenging and commercial sexual exploitation. Children working on the streets are susceptible to many dangers, including severe weather, vehicle accidents, criminal elements, abuse and physical injuries from lifting heavy loads.(10) Garbage scavenging exposes children to

dangerous waste and toxic substances such as lead and sulfuric acid.(11, 12)

Domestic service is another common form of child labor in Colombia. Indigenous families in rural areas often send their children to urban households to be domestic workers.(9, 13) These children may work up to 12 hours per day performing household chores. They are vulnerable to physical and sexual abuse at the hands of their employers and often are denied salaries and time off.(13)

Children are also engaged in commercial sexual exploitation, including child pornography and sex tourism.(14-16) In the province of Sucre, indigenous *Zenous* children are sometimes the victims of sex tourism. In Bogotá, underage boys are solicited for sexual purposes; in Cúcuta, criminal bands use the Internet and cell phones to engage children in commercial sexual exploitation.(14-16) Children are also trafficked domestically and internationally for the purpose of commercial sexual exploitation.(16, 17)

Children are used by adults for illegal activities such as coca production and its processing, and the transport of illicit drugs. Indigenous *Wayúu*, *Kankuamo*, and *Wiwa* children have been involved in the illegal sale of gasoline from Venezuela.(9, 18) Children are victims of forced labor to perform coca cultivation and domestic work; they are also forcibly recruited as child soldiers by non-state armed groups. Children from Ecuador are trafficked into Colombia for labor exploitation.(20, 22, 23)

Under Colombian Law, the National Armed Forces is banned from recruiting minors younger than age 18. However, reports from the UN High Commissioner for Human Rights and the UN Secretary-General state that members of the National Armed Forces have used some children as informants, an illegal act in direct contravention of both national law and military policy.(19-22) In addition, the UN has reported that children have been killed or threatened by non-state armed groups on suspicion of being informants for the National Armed Forces.(21, 23)

Children also continue to be recruited by illegal armed groups. Reports estimate that 11,000 to 14,000 children, including indigenous children, act as combatants in various non-state armed groups.(20, 24-27) According to reports, many of them handle explosives, transport food supplies and perform intelligence and logistical activities. A 2012 UN report states that female combatants are subject to sexual exploitation by other group members.(26, 33, 34) Children from Ecuador and Panama are also recruited by Colombian non-state armed groups.(28, 29)

Laws and Regulations on the Worst Forms of Child Labor

The Code for Children and Adolescents sets the minimum age for work at 15. Children younger than age 15 may perform artistic, sports or cultural work with authorization from the labor inspectorate or local authority, and adolescents ages 15 to 17 can work only with authorization from a labor inspector or relevant local government official.(30) The Code for Children and Adolescents also sets the minimum age for hazardous work at 18. The Labor Code prohibits children younger than age 18 from work in underground mining and industrial painting.(30, 31) Resolution No. 01677 of 2008 provides a more extensive list of activities identified as the worst forms of child labor within 11 occupational categories and subcategories. These include agriculture, livestock raising, hunting and forestry, fishing, mining and quarrying, manufacturing, construction, transport and storage, health services, defense; they also include informal sector activities such as street vending, domestic service, and garbage scavenging and recycling.(32)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Labor Code authorizes inspectors to issue fines of up to 100 times the minimum monthly wage for labor law violations, including those related to child labor.(31) The Code for Children and Adolescents authorizes family ombudsmen—municipal government agencies charged with protecting children's rights—to penalize parents or legal guardians for failing to protect children against economic exploitation; the worst forms of child labor; work harmful to the health,

safety and integrity of children; or work that limits their right to education. Penalties include fines of up to 100 times the minimum monthly wage and imprisonment.(30)

The Constitution prohibits slavery, servitude, and human trafficking; the Penal Code establishes sanctions for violations. The Penal Code penalizes commercial sexual exploitation of children—including prostitution, pornography and sex tourism—with incarceration and fines.(33) Colombian law penalizes tourism agencies and hotel owners linked to child sex tourism with fines and cancellation of their right to operate; it also requires that tourism agencies, airlines, and hotels adopt a code of conduct to prevent commercial sexual exploitation of children.(34, 35)

The Penal Code punishes crimes involving the use of minors in the cultivation, manufacture and trafficking of illegal drugs and penalizes the use of minors in terrorist activities.(33) Law 975 of 2005 establishes that non-state armed groups must place all underage recruits under the care of ICBF in order to participate in the Government's demobilization process.(36) The Code for Children and Adolescents and directives by the Ministry of Defense prohibit members of the National Armed Forces from using children in intelligence activities or operations, while the Penal Code sets penalties for the recruitment and involvement of minors in the armed conflict.(19, 30, 33, 37)

In 2011, the Government of Colombia modified the Penal Code to stiffen penalties for child trafficking and the use and recruitment of children for begging and illicit activities. It punishes child trafficking with jail terms of 30 to 60 years and fines of 1,000 to 2,000 times the minimum monthly wage.(38) Jail terms can be increased by 33 to 50 percent if the crime results in the disability of the child or if the perpetrator is a relative or a social service professional. It also fines individuals who profit from child trafficking with prison terms of 10 to 30 years and fines of 650 to 50,000 times the minimum monthly wages.(38) The Penal Code penalizes the use of children in the commission of crimes with prison terms of 10 to 20 years, which can be further increased by 33 percent if the victim is under age 14. It penalizes the use of children for the purpose of begging with jail terms of 3 to 7 years, which can be increased by 50 percent if the perpetrator is a relative.(38) In addition, in June 2011, the Colombian Congress approved legislation that regulates intelligence activities, including prohibiting government agencies from using children in intelligence operations.(39)

Colombian legislation relevant to the worst forms of child labor undergoes frequent changes. However, it is not clear whether those changes have been disseminated to relevant groups, including the general public as well as enforcement officials, employers and civil society organizations.

While the Constitution establishes free and compulsory education until the age of 15, rural children's access to education is complicated by the armed conflict, displacement, long distances between their homes and schools, and in some cases cultural factors that value labor over schooling.(40, 41)

Institutional Mechanisms for Coordination and Enforcement

The Interagency Committee for the Elimination of the Worst Forms of Child Labor coordinates efforts to combat the worst forms of child labor. It is chaired by the Ministry of Labor (MOL)—formerly the Ministry of Social Protection (MSP)—and includes 13 government agencies and representatives from trade unions, business associations and civil society organizations.(42) The National Interagency Committee for the Prevention and Eradication of Child Commercial Sexual Exploitation directs efforts to combat the commercial sexual exploitation of children. It is also led by the MOL and includes 11 government agencies and representatives from the private sector, trade unions and civil society organizations.(35) The Inter-Agency Committee to Combat Trafficking of Persons leads efforts to combat human trafficking. Fourteen government agencies are part of the committee, including the Ministry of Interior and Justice, ICBF, the Ministry of Labor and the Attorney General's Office. Coordinated by the Colombian Vice President, the Inter-Agency Committee for the Prevention of the Recruitment and Use of Children by Illegal Armed Groups guides efforts to protect children from being recruited by non-state armed groups.(43, 44) To strengthen inter-agency coordination, the MOL coordinates working groups to combat child labor in mining and in indigenous communities, and to provide social services to working children. In 2011, the Government established a working group to combat child begging.(45) In addition, the Government will begin to provide tailored technical assistance to local child labor committees in 2012.(45)

In November, the Government of Colombia established a new MOL, replacing the old MSP that covered both health and labor issues. The new MOL leads efforts to protect worker's rights, promote the creation of dignified work and ensure that labor legislation is enforced. The MOL is developing policies and coordinating actions to combat child labor.(46, 47)

Child labor laws are enforced by the MOL, the Ministry of the Interior, the National Police and the Offices of the Inspector General, the General Comptroller, and the National and Municipal Ombudsmen. The MOL has 524 labor inspectors who conducted 8,782 inspections, opened 115 administrative investigations for violations of child labor laws and imposed nine sanctions during the reporting period.(45) However,

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there is no information available about the number of working children who were found as a result of the inspections.

In 2011, the MOL, along with the ILO-IPEC, trained 400 labor inspectors and other government officials on child labor, and operated a monitoring system to identify and monitor children engaged in child labor.(48, 49) As of February 2012, the monitoring system identified 32,115 children engaged in child labor and 172,713 children at risk of working; it also rescued 2,421 children from child labor.(49) To improve data sharing and coordination with ICBF, this monitoring system software is being updated with the support of the IDB.(48) The monitoring system started operations in May 2011; it is not clear whether labor inspectors have begun to use this system to conduct inspections.

During the reporting period, the Government of Colombia engaged in efforts to implement the Colombia Action Plan Related to Labor Rights, an agreement reached between the United States and Colombia on serious and immediate labor concerns in Colombia that were to be addressed before the U.S.–Colombia Trade Promotion Agreement would be sent to the U.S. Congress. Among its Action Plan commitments, Colombia agreed to strengthen its labor inspectorate system. Important progress has been made but challenges remain.(50) For example, reports suggest that labor inspectors continue to lack adequate equipment, resources, and data systems needed for labor law enforcement.(48, 51, 52)

The National Police (CNP) and the Offices of the Attorney General, the Inspector General and the National Ombudsman have established children and youth units. ICBF operates a hotline that receives complaints of violations of children's rights, including child labor.(30, 48, 53) During the reporting period, ICBF received 2,713 complaints of child labor, and it, along with other government agencies, provided social services in 1,654 cases.(48)

In 2011, ICBF decided that its regional offices would lead efforts to combat child labor in mining at the local level, and that they would work with the MOL and other government agencies to coordinate responses. ICBF regional offices are required to ensure that labor inspectors periodically conduct inspections in mines and quarries, that children who are found working receive ICBF social services and that ICBF regional offices notify the respective authorities of child labor infractions.(54) The Ministry of Education set up a monitoring system to track school desertion, which will also identify child labor.(45)

The Ministry of the Interior leads efforts to combat trafficking by operating a hotline, tracking cases, coordinating

investigations and facilitating access to social services for victims of trafficking. The Office of the Attorney General (OAG) and the National Police also investigate cases of commercial sexual exploitation and human trafficking.(48, 55) ICBF has an exclusive hotline to report cases of child commercial sexual exploitation and trafficking. In 2011, it reported 700 cases of child commercial exploitation, including 589 cases of child prostitution, 62 cases of child pornography and 49 cases of child sex tourism.(48, 56) The Government of Colombia, in partnership with UNODC, trained officials from the OAG, ICBF, the Offices of the National Ombudsman and the Inspector General as well as local law enforcement officials on how to respond to human trafficking.(57) In 2011, the Government conducted 12 operations, identified 21 victims of trafficking including a child, and captured 40 suspects of human trafficking, including 16 individuals involved in a network that recruited young girls for sexual exploitation. It investigated 72 cases and initiated 56 prosecutions.(57) The OAG convicted 16 individuals with sentences of 2 to 26 years and fines of \$47,000 to \$310,000, in addition to sentencing 7 individuals to house arrest.(57) No information is available about how many of these cases involved children. During the reporting period, the Government acknowledged that it lacks adequate resources to conduct investigations of human trafficking cases.(57)

In regard to the use of children in armed conflict, the National Ombudsman operates an early warning system to prevent the recruitment of children by illegal non-state armed groups, and the OAG investigates and prosecutes cases of child recruitment.(21, 58) As of March 2012, the OAG has opened 188 cases, charged 67 individuals and sentenced 49 individuals.(58) In December 2011, the Justice and Peace Court for the first time sentenced a former paramilitary leader to 8 years in prison for recruitment of children, among other crimes, and required that reparation be paid to victims.(20) No information is available about the number of investigations, prosecutions or convictions regarding the use of children as informants by members of the National Armed Forces; which is in direct contravention of both national law and military policy. In its 2012 Annual Report, the UN High Commissioner for Human Rights urges the Government of Colombia to effectively implement Security Council Resolution 1612 of 2005, which establishes a monitoring mechanism to collect reliable information on the recruitment and use of child soldiers. In addition, the UN High Commissioner urges the Government to collaborate with the UN Task Force on Children and Armed Conflict, and to comply with recommendations made by the UN Secretary-General and the Working Group on Children in Armed Conflict, which call on

the Government to ensure that the National Armed Forces do not use children for military activities.(19, 59, 60)

Government Policies on the Worst Forms of Child Labor

The National Strategy to Eradicate the Worst Forms of Child Labor (2008-2015) is the primary framework that addresses the worst forms of child labor in Colombia. During the reporting period, the MOL provided technical assistance to 262 municipalities to implement the National Strategy.(42, 45) The Office of the Inspector General raised awareness of child labor among elected mayors and governors and continued to monitor the implementation of the National Strategy with support from the ILO-IPEC.(45)

The National Plan of Action for the Prevention and Eradication of Commercial Sexual Exploitation of Boys, Girls, and Adolescents Less than 18 Years of Age (2006-2011) laid out the strategy to combat commercial sexual exploitation of children during the reporting period.(61) The National Strategy to Combat Trafficking in Persons (2007-2012) guides government efforts to combat human trafficking, including the trafficking of children. The National Policy to Prevent the Recruitment of Children and Adolescents by Illegal Armed Groups directs efforts to prevent the recruitment and use of children by non-state armed groups.(24, 43)

The Government of Colombia has mainstreamed child labor concerns into the National Development Plan (2010-2014), the 10-year National Plan for Children and Adolescents (2009-2019), and the National Strategy to End Extreme Poverty.(62-65) In 2011, the Government established the Administrative Department for Social Prosperity to lead government efforts to combat poverty, promote social inclusion and assist vulnerable populations, including child laborers. It also created the National Agency to End Extreme Poverty to help design and implement policies to lift 1.4 million people out of extreme poverty by 2014.(66-68)

During the reporting period, the Ministry of Education and the Superintendency of Family Subsidy provided general guidelines for Family Compensation Funds to carry out after-school programs targeting vulnerable populations, including child laborers, under the National Fund to Assist Children and After-School Programs. Employers and government agencies are required by law to support Family Compensation Funds, which are private non-profit organizations that provide social assistance for middle- and low-income workers and their families, as well as benefits for the unemployed.(69, 70)

Despite these multiple efforts, gaps remain. The Government has established zero tolerance for child labor in its National

Strategy to Eradicate the Worst Forms of Child Labor, but it has not prioritized specific forms of child labor or geographical areas for targeting, nor has it provided a timeframe for meeting child labor eradication goals.(42) As a result, government efforts may not be focused on the areas of greatest need or on the most vulnerable populations, particularly children who work in agriculture. According to the Office of the Inspector General, in 2010, some of the country's provinces and main cities also did not fully implement the national strategy or allocate funding for child labor initiatives.(48, 71)

In 2011, the Government also carried out a national child labor survey and was analyzing the data as of the end of the reporting period.(72) However, it does not collect in-depth information about child labor-related health, occupational safety and other risks, nor does the Government include data on hard-to-reach populations, such as children involved in commercial sexual exploitation or illicit activities.

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

During the reporting period, the Government continued to implement actions in support of the National Strategies to Eradicate the Worst Forms of Child Labor and to Combat Trafficking in Persons. It carried out awareness-raising campaigns to combat child labor, child commercial sexual exploitation and human trafficking, and it assisted victims of such practices.(48, 73) ICBF provided social services to 1,900 children who were involved in mining and 6,328 children engaged in domestic service and sexual violence, including in commercial sexual exploitation and pornography. It removed 282 children who were recruited by non-state armed groups.(48) The Government also conducted a national child labor survey in the 24 main cities and their metropolitan areas.(72)

In 2011, the Governments of Canada and Spain funded NGOs and international organizations to support Colombia's effort to combat child labor. ICBF and the province of Tolima partnered with the Canadian Agency for International Development, the ILO-IPEC and Telefónica Foundation to combat child labor in nine of Tolima's municipalities.(74, 75) This initiative raised awareness of child labor among teachers, parents and children, helped local governments set up child labor committees, improved inter-agency coordination, rescued 803 children from child labor and prevented 129 children from working.(74) The Government of Colombia partnered with UNICEF to carry out a campaign to prevent the recruitment of children by non-state armed groups; it reached out to more than 50,000 children and trained more than 3,000 members of the police

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and armed forces on international humanitarian law and on the protection of the rights of children in armed conflict.(48, 76)

To reduce poverty, the Government of Colombia implements several programs, including Families in Action and the United Network. These programs benefit more than 4 million families through conditional cash transfers and social services such as education, health, job training and microfinance.(64, 77, 78) A 2011 evaluation of Families in Action found that the program has increased high school completion rates among child beneficiaries—particularly girls and rural children—and that it has improved infant health.(79) A 2006 impact evaluation had found that Families in Action helped reduce child labor by 5.5 percentage points among children ages 10 to 17 in rural areas.(80)

To improve access to education, the Ministry of Education implements a national awareness-raising campaign to get children into school and keep them there. ICBF provides meals to more than 4 million school children across the country.(81, 82) In February 2012, the Government began to provide free public education from kindergarten through high school, as required by law. It expects 8.5 million children to

benefit, particularly vulnerable children.(83, 84)

The Government participates in MERCOSUR’s Southern Child Initiative (Niñ@Sur) that seeks to defend the rights of children and adolescents by carrying out public campaigns against commercial sexual exploitation, trafficking and child labor; by providing mutual technical assistance in raising domestic legal frameworks to international standards on those issues; and by fostering the exchange of best practices related to victim protection. In 2011, Niñ@Sur member countries met to discuss violence against children, child trafficking and the commercial sexual exploitation of children.(85, 86)

Colombia, represented by its Ministry of Commerce, Industry and Tourism, is a member of the Joint Regional Group for the Americas; other members include Argentina, Bolivia, Chile, Colombia, Ecuador, Paraguay, Peru, Suriname and Uruguay. The Joint Group conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America.(86) In 2011, the Joint Group met to discuss the initiatives carried out by member countries and the progress made to combat child sexual exploitation.(87)

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

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	<p>Better disseminate information on child labor, including by—</p> <ul style="list-style-type: none"> • Providing up-to-date information about changes in child labor legislation to provincial and municipal governments and to labor inspectors and law enforcement officials. • Establishing a one-stop online tool with updated information about child labor laws for employers, social-service providers, workers and families. 	2009, 2010, 2011
	<p>Ensure that legislation and policies that prohibit the use of children by the National Armed Forces for intelligence activities are enforced, including by—</p> <ul style="list-style-type: none"> • Developing protocols to ensure that members of the Armed Forces do not use children as informants. • Setting up mechanisms to file complaints about cases of the use of children for intelligence activities and to conduct investigations. • Punishing members of the Armed Forces who violate legislation related to the use of children for intelligence activities. • Fully implementing the UN recommendations on children and armed conflict, particularly UN Security Council Resolution 1612 of 2005. 	2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Make information publicly available on child labor law enforcement efforts such as the number of children rescued from child labor, including human trafficking.	2009, 2010, 2011
	Clarify whether labor inspectors have begun to use data from the new child labor monitoring system to conduct labor inspections.	2011
	Ensure that labor inspectors have adequate equipment and resources to perform inspections in target areas with reported high incidences of child labor.	2009, 2011
	Provide adequate resources to law enforcement officials to conduct investigations of human trafficking cases.	2011
Policies	Establish specific targets and deadlines in the National Strategy to Combat the Worst Forms of Child Labor that take into account different forms of child labor, the populations most vulnerable to child labor and the prevalence of child labor in different geographical areas, particularly child labor in agriculture.	2009, 2010, 2011
	Continue strengthening the implementation of the National Strategy to Combat the Worst Forms of Child Labor by— <ul style="list-style-type: none"> Increasing resources to municipalities and provinces to implement action plans to combat child labor. Encouraging municipalities and provinces to carry out activities related to child labor. 	2010, 2011
Social Programs	Collect more disaggregated survey information about activities, sectors and geographical areas where children work, including information about health, occupational safety and other risks.	2010, 2011
	Conduct studies on the worst forms of child labor such as street work, the recruitment of children by illegal armed groups and children's involvement in other illicit activities, including commercial sexual exploitation, trafficking, illegal mining, coca cultivation and drug trafficking.	2009, 2010, 2011

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Comoros

In 2011, Comoros made a minimal advancement in efforts to eliminate the worst forms of child labor. Although the Government established child labor committees in all of the country's islands, policy incoherence between minimum age for work and compulsory education laws leaves children ages 13 to 14 particularly vulnerable to the worst forms of child labor. In addition, the Government has not addressed many other gaps in the legislative framework that may put children at risk of exploitative labor, including the lack of a list of hazardous occupations prohibited to children. Children are still engaged in the worst forms of child labor, particularly in dangerous work in agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	35.6 (56,840)
Attending School	5-14 yrs.	44.2
Combining Work and School	7-14 yrs.	23.9
Primary Completion Rate		74.8

Sources:

Primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS Survey, 2000.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Comoros are engaged in the worst forms of child labor, many of them in dangerous work in agriculture.(3) Some reportedly cultivate cloves, vanilla and *ylang ylang* (a flower). Children also engage in animal husbandry and fishing.(4-7) Children's work in these sectors may involve using potentially dangerous machinery and tools, carrying heavy loads and applying harmful pesticides; they are also exposed to disease and injuries from animals.(8) Fishing may involve dangers such as the risk of injury and drowning.(9)

In urban areas, some children work as domestic servants in exchange for food, shelter or educational opportunities.(4, 7, 10-12) These children often work long hours, risk physical and sexual abuse and are not paid for their work.(13) Some children may be engaged in commercial sexual exploitation and drug trafficking.(14)

Children facing forced labor conditions can be found in agriculture and domestic service.(6, 15) In Comoros and other countries, it is a traditional practice to send children to Koranic



teachers to receive education, which may include a vocational or apprenticeship component. While some children receive lessons, some are engaged in forced labor, which includes agricultural work, selling items in markets and performing various domestic activities.(15-17)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code establishes the minimum age for work and apprenticeship at 15, but this does not apply to self-employed children.(7, 18, 19) Children in apprenticeships must be paid and the duration of the apprenticeship should not exceed 3 years.(18)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	No
	Compulsory Education Age	12
	Free Public Education	No

The Labor Code requires that children work no more than 40 hours per week and receive a minimum of 12 consecutive hours

off per day.(19, 20) A labor inspector can require a medical examination of a child to confirm that the work does not exceed his or her strength.(19) Research has not identified any laws or regulations specifying a list of hazardous work activities that are prohibited for children.

The law prohibits child prostitution, child pornography and the sexual exploitation of children.(4) The Labor Code prohibits forced and bonded labor except in instances of obligatory military service, civic duty or work that is required in times of accidents, fires and calamities.(21) Current legislation does not expressly forbid trafficking in persons, but traffickers may be prosecuted for kidnapping.(21) The National Assembly was considering anti-trafficking legislation, but it had not been enacted as of the end of the reporting period.(22) The minimum age for voluntary military recruitment is 18.(23) The law does not prohibit the use of children in illicit activities.

Institutional Mechanisms for Coordination and Enforcement

The Government established Regional Committees on each island in September of 2011 to serve as surveillance and identification mechanisms for cases of violence against children and child labor, and to educate communities on child labor. In practice the Committees did not appear to be operational.(17, 22)

The Ministry of Labor is responsible for enforcing child labor laws, and currently has three labor inspectors.(21, 24) This small number of inspectors appears to be insufficient given the size of the problem. During the reporting period, the Government did not perform any inspections or provide training to labor inspectors.(24) International organizations, in cooperation with the Government, provided training for other groups, including police, *gendarmes* (a military body charged with police duties among civilian populations), public officials, and community organizations and religious leaders. The Police Commissioner and the Deputy Commandants of the Anjouan and Moheli Gendarme Brigades established anti-child labor units in their respective forces during the reporting

period.(22) The responsibilities of these units are not clear from available research.

In 2010, the Government participated in the Regional Program for Eastern Africa (2009–2012) to counter trafficking of children, and supported the Eastern African Police Chiefs Co-operation organization, a regional effort to improve its law enforcement capacity to combat human trafficking.(25) It is unclear whether the Government was involved in either of these efforts during the reporting period.

Government Policies on the Worst Forms of Child Labor

The Government continued to implement its National Action Plan to Combat Child Labor (2010-2015). The Plan's many goals include harmonizing labor laws, mobilizing groups to combat the worst forms of child labor, promoting universal primary education, addressing family poverty, collecting systematic information on the worst forms of child labor and establishing a coordinating mechanism.(14)

Child labor concerns have been mainstreamed into the United Nations Development Assistance Framework (2008-2012).(26)

Children in Comoros are required to attend school only until age 12, and students must pay fees as well as purchase their own supplies.(4, 27) This standard makes children ages 13 to 15 particularly vulnerable to the worst forms of child labor as they are not required to be in school but are not legally permitted to work either. Additionally, the costs of schooling are prohibitive for many families, barring their access to education.(27)

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

The National Action Plan proposes several programs targeting the worst forms of child labor; however, research found no evidence that any were implemented during the reporting period.(24)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Extend the minimum age for work to self-employed children.	2010, 2011
	Draft and enact legal provisions specifying a list of hazardous work activities that are prohibited for children.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact a law to prohibit the use of children in illicit activities in accordance with international standards.	2009, 2010, 2011
	Approve the new anti-trafficking law drafted in 2011.	2011
Coordination and Enforcement	Increase the number of labor inspectors and provide them with training on the worst forms of child labor.	2009, 2010, 2011
	Carry out inspections to enforce compliance with worst forms of child labor laws and make information on the outcome of inspections available.	2009, 2010, 2011
Policies	Make education a viable alternative to exploitative work by raising the compulsory education age to 15, the established minimum age for work, and by eliminating school fees and providing supplies for students.	2009, 2010, 2011
Social Programs	Implement social programs to address the worst forms of child labor in agriculture and domestic service.	2009, 2010, 2011

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In 2011, the Democratic Republic of the Congo made no advancement in efforts to reduce the worst forms of child labor. The Government has several laws and regulations that address the worst forms of child labor and adopted a National Action Plan to Combat the Worst Forms of Child Labor. However, poorly integrated elements of the Congolese National Army and armed units abducted and forcibly recruited children for armed conflict and sexual exploitation. In addition, the compulsory education requirement is both unclear and not enforced, which makes children vulnerable to the worst forms of child labor. Children continue to engage in the worst forms of child labor in dangerous agricultural activities and mining, including under conditions of forced labor in the mining of gold, cassiterite (tin ore) and coltan (tantalum ore).



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	25.8 (4,692,293)
Attending School	5-14 yrs.	59.8
Combining Work and School	7-14 yrs.	21.7
Primary Completion Rate		58.7

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2007.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in the Democratic Republic of the Congo are engaged in the worst forms of child labor, including as child soldiers and in agriculture and mining.(3-5) Children's work in agriculture commonly involves long hours, physically arduous tasks, dangerous tools and a high risk of occupational injury.(6)

Children mine diamonds, copper, gold, heterogenite (cobalt ore) and wolframite (tungsten ore). Children are also forced to mine gold, cassiterite (tin ore) and coltan (tantalum ore).(5, 7-16) There are reports that children also are forced to work in quarries, breaking stones into gravel.(3, 5, 17, 18) In mining areas children sift, clean, sort, transport heavy loads and dig underground.(19-22) Children working in mines face heightened risks of disease, lack adequate shelter and are subject to fatal accidents from the collapse of mineshafts.(9)

In 2011, armed groups, including rebel groups and members of the Congolese National Army (FARDC), continued to recruit and use children in their units.(5, 18, 23-26) In 2009, children were recruited into armed units that provide security for government agencies, such as the Republican Guard. It is unclear if this practice continued in 2011.(5, 25) Children associated with armed groups may be forced to serve as combatants, porters, spies, miners, domestic servants and sex slaves.(3, 5, 7, 27-30) Some children who have been released suffered re-recruitment; girls are reportedly less likely to be released by the armed groups.(31, 32) Armed militia groups abducted and recruited children from Uganda, and possibly Burundi and Rwanda, for service in the Democratic Republic of the Congo.(25, 33, 34)

Children also work as domestic servants.(3-5) Such children may work long hours, and their isolation in homes makes them susceptible to sexual abuse.(35) Children living on the streets sell food and water, carry packages, unload buses, engage in prostitution and distribute drugs and alcohol.(18, 36-38) These activities expose them to various forms of exploitation, including physical abuse, intimidation and theft.(39) According to a 2010 World Bank study, there are reports of more than 500 new cases of children living and working on the streets of Kinshasa each month.(36) In mining areas, markets, and brothels, children are compelled to engage in prostitution.(5, 9, 40) There are also reports that children of indigenous persons and pygmies may be born into slavery.(3, 14, 41) The Ministry of Labor reports that many children accused of witchcraft are forced onto the streets and may work for religious authorities.(5)

Congo, Democratic Republic of the

In the Democratic Republic of the Congo, many children are compelled to engage in various kinds of work, such as artisanal mining and work on their teacher's farms to pay school fees and compensate underpaid teachers.(5, 8) In addition, access to education is hindered by sexual violence and armed conflict. Children are forcibly recruited from schools to serve as child soldiers and some are victims of sexual violence on school grounds.(18, 42, 43) Many schools have also closed due to armed conflict. For example, according to UNICEF in 2008, 85 percent of all schools in the conflict zone of North Kivu are closed.(14)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code of 2002 sets the minimum age for employment at 15, and Ministerial Order No. 12 of 2008 establishes the minimum age for hazardous work at 18.(44, 45) The Labor Code prohibits forced labor and the worst forms of child labor and defines penalties for employing children in hazardous work.(44) However, the Labor Code only applies to children working for an employer. This leaves many self-employed children unprotected and vulnerable to labor abuses.(44, 46)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Ministerial Order No. 68/13 of 1968 prohibits the use of children in the extraction of minerals and debris from mines, quarries and earthworks.(47) Ministerial Order No. 12 of 2008 contains a list of hazardous activities prohibited for children under age 18; it includes transporting heavy loads, work below ground, under water and at dangerous heights, and in illicit

activities.(45, 47) Law No. 06/018 of 2006 criminalizes the trafficking and sexual exploitation of children.(9, 48) The Child Protection Code (Law 09/001) prohibits child slavery, child trafficking, child prostitution and child pornography; it also forbids the accusation of witchcraft. Such accusations force many children onto the streets.(14, 49)

Several laws prohibit the use of children in armed conflict. The Labor Code of 2002 defines the forced recruitment of children for use in armed conflict as a worst form of child labor.(44) The 2006 Constitution bans the use of children in military activities, and Act No. 04/23 of December 2004 prohibits the recruitment of anyone under age 18 into the national armed forces.(50-52) The Child Protection Code of January 2009 also prohibits the recruitment and use of children in armed groups, and defines government responsibility for demobilizing and reintegrating child soldiers.(49, 53)

The Constitution also establishes the right to free education and in September 2010, President Kabila declared that primary school fees would no longer be required outside of Kinshasa, Katanga and Bas Congo Provinces.(5, 18, 50) However, it is unclear if this declaration is being implemented and why the effort to drop school fees would only apply outside those provinces. The Government has reported to the UNESCO Institute of Statistics that school is compulsory for children until age 11; however, other sources report that school is compulsory for children until the age of 15 by Act No. 86/005 of 1986. As this law is not systematically enforced, children are more likely to enter the worst forms of child labor.(18, 42, 46, 54) The costs of books and uniforms also continue to deter enrollment.(55)

Institutional Mechanisms for Coordination and Enforcement

In 2006, the Government created the National Committee to Combat the Worst Forms of Child Labor (NCCL) and charged it with coordinating responsibilities that include compiling data on the nature and extent of child labor, preventing and withdrawing children from engaging in the worst forms of child labor, conducting public awareness campaigns, and building the capacity of government officials and civil society to combat exploitative child labor.(5, 9) In 2010, the Minister of Labor issued a decree nominating members for the NCCL's permanent secretariat. However, research found no evidence as to whether this decree was implemented in 2011. In addition, the NCCL's approved work plan has not been financed by the Government.(5, 56)

The Executive Unit of the National Program to Demobilize, Disarm and Reintegrate (DDR) coordinates the identification,

verification and release of child soldiers, with assistance from the United Nations Mission in the Democratic Republic of Congo, UNICEF and partner NGOs.(57) The Government of the Democratic Republic of Congo also established a joint commission to coordinate child protection interventions targeting orphans and vulnerable children. The commission comprises government ministries, NGOs and donors.(36)

The Government has also authorized the establishment of the Provincial Worst Forms of Child Labor Committee in Mbuji Mayi. Provisional committees also exist in Kolwezi, Mongbwalu and Katanga Provinces.(10, 30) The Government has not provided the committees with financial support.(10)

In 2011, the Government, representatives of artisanal miners, mineral buyers and traders, and civil society groups signed a code of conduct to increase transparency and prohibit the employment of children in mines.(58) In Katanga Province, local authorities and miners' associations post signs indicating that children are prohibited from entering the mines.(8) It is still too early to assess whether these strategies are effective in reducing the number of children engaged in mining.

The Ministry of Labor is the primary agency responsible for investigating the worst forms of child labor.(5) The Government of the Democratic Republic of Congo employs 150 labor inspectors across the country, including 10 inspectors and 9 labor controllers in the Katanga mining region. Labor inspectors often do not have adequate staff and lack the transport to conduct inspections.(5, 57, 59) The Ministry of Labor also does not have a system to track child labor complaints. Each inspector is required to prepare one annual inspection report, but this report does not necessarily include information on child labor.(5) Research found no evidence that the Government of the Democratic Republic of Congo had completed labor investigations in 2011.(5)

The Ministry of Social Affairs, Humanitarian Action and National Solidarity (MINAS) is charged with investigating child trafficking cases.(5) The Ministry of Gender, Family and Children is responsible for investigating the commercial sexual exploitation of children, and the Ministry of Justice is charged with combating the use of children in illicit activities. However, the Ministry of Gender, Family and Children and the Ministry of Justice have not investigated cases involving the commercial sexual exploitation of children or the use of children in illicit activities.(5) In addition, research found no evidence that the Government provided personnel within these Ministries with training on the worst forms of child labor.

The MINAS's Department of Child Protection (DISPE) is responsible for programs for orphans and vulnerable children.

The DISPE also operates a database to monitor and coordinate children rights activities. In 2009, the last date for which information is available, the DISPE employed 57 people at the national level and eight at the provincial level.(36) Reports indicate that the MINAS staff have limited professional experience and high turnover.(36)

According to the UN Group of Experts on the Democratic Republic of the Congo, known child soldier recruiters continue to hold positions in the FARDC, and senior FARDC officers have obstructed UN efforts to oversee the release of child soldiers.(30, 60) During the reporting period, the Government of the Democratic Republic of the Congo provided training to some police and military personnel on preventing the use of child soldiers, but it did not prosecute any military officers for conscripting or using children for armed conflict.(5, 26)

Government Policies on the Worst Forms of Child Labor

During the reporting period, the NCCL approved the National Action Plan to Combat the Worst Forms of Child Labor, which aims to eliminate the worst forms of child labor in the Democratic Republic of the Congo by 2020.(5, 26) The Plan promotes the enforcement of legislation on the worst forms of child labor, awareness raising, education, prevention and reintegration services, and monitoring and evaluation efforts to combat the worst forms of child labor. However, as the NCCL's approved work plan has not been financed by the Government, implementation is dependent on external support, which has not been received.(5) In addition, although three provincial committees have annual work plans to combat the worst forms of child labor, no information could be obtained to assess their implementation.(30, 57)

The MINAS developed a National Action Plan for Orphans and Vulnerable Children.(36) The Government's Poverty Reduction Strategy Paper and Five Pillars Program promote increased access to social services, including education, for vulnerable children. The question of whether these policies have an impact on child labor does not appear to have been addressed.(5, 61, 62)

In 2011, the Government of the Democratic Republic of the Congo continued to implement its National Program to Demobilize, Disarm and Reintegrate former combatants, including children.(5, 63, 64) However, certain elements of the FARDC, many of whom were integrated units outside of government control, continued to recruit children into the armed forces, which diminished the impact of the Government's policies to combat the worst forms of child labor.

Congo, Democratic Republic of the

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

In 2011, the Government, with support from USAID, the World Bank, Sweden and Japan, initiated a 2-year DDR Program, which aims to reintegrate 1,556 children associated with armed groups in North and South Kivu. The Government collaborated with the EU to implement an army census program that created a standardized database of Congolese soldiers using identification cards. The program allowed the Government to demobilize child soldiers as they are identified.(5) The Government also concluded a program in 2011 that assisted survivors of sexual and gender based violence, victims of trafficking and children associated with armed groups.(65) In 2011, UNICEF placed 2,855 children associated with armed groups in foster families and enrolled 5,403 in reintegration programs.(5, 66)

The UN Committee on the Rights of the Child and the ILO Committee of Experts note that the Government's DDR strategy does not provide sufficient resources to ensure the full recovery and economic reintegration of children associated with armed forces.(59, 67) Reports also indicate that girls do not enter the DDR process because of a fear of stigmatization and a lack of awareness about their rights and options.(25, 32, 68) The UN and other organizations have called on the Government to make the DDR process more accessible and effective for girls.(68, 69)

The Democratic Republic of the Congo participated in a regional project, funded by the Government of Italy at \$1 million from January 2008 to June 2011, which supported research on child labor and the development of the National Action Plan to Combat the Worst Forms of Child Labor.(70)

The Katanga Provincial Committee to Combat the Worst Forms of Child Labor also conducted awareness raising to combat child labor during the reporting period.(5)

From October 2010 to September 2011, the Government of the Democratic Republic of the Congo participated in a project implemented by UNICEF to withdraw and prevent 3,000 children from mining activities by improving access to basic social services.(5) The Government and UNICEF also raised public awareness on child labor in mining.(5)

In 2011, the Democratic Republic of the Congo began participating in the USDOL-funded, 4-year Global Action Program on Child Labor Issues. This \$15 million multi-region project aims to build the capacity of national governments and develop strategic policies to address the elimination of child labor and forced labor, support data collection and research, and strengthen legal protections and social service delivery for child domestic workers.(71)

The Democratic Republic of the Congo participated in several initiatives to assist children working and living on the streets. The Government participated in a 5-year, \$10 million project funded by the World Bank to prevent and provide support services for street children.(36) The Government also participated in a USAID-funded \$6.6 million project, which ran from 2006 to 2011, to raise awareness about the situation of vulnerable children and support family reunification for separated and abandoned children.(5) In addition, the Katanga Provincial Ministry of Interior continued to support and manage a center for street children in Lubumbashi.(30, 57) Despite these efforts, children continued to live and work on the streets. The UN Committee on the Rights of the Child noted the need for the Government to strengthen its efforts to provide street children with food, shelter and health care.(38, 67)

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in the Democratic Republic of the Congo:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Provide legal protection to self-employed children.	2010, 2011
	Implement the constitutional provision, which establishes free education.	2009, 2010, 2011
	Ensure that the higher compulsory education age provided for in Act No. 86/005 is both recognized as the law and implemented in practice.	2009, 2010, 2011
Coordination and Enforcement	Establish committees to combat the worst forms of child labor in all provinces and provide funding for the National Committee to Combat the Worst Forms of Child Labor and provincial committees.	2009, 2010, 2011

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Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Develop a system to track child labor complaints.	2009, 2010, 2011
	Take the steps needed to complete child labor investigations and to record information on child labor violations.	2009, 2010, 2011
	Provide personnel in the MINAS, the Ministry of Justice, and the Ministry of Gender, Family and Children with training on the worst forms of child labor.	2011
	Ensure that the Ministry of Justice and the Ministry of Gender, Family and Children investigate cases involving the commercial sexual exploitation of children and the use of children in illicit activities.	2009, 2010, 2011
	Cease the forcible recruitment and use of children by elements of the FARDC.	2009, 2010, 2011
	Prosecute military commanders responsible for the abduction and recruitment of children.	2009, 2010, 2011
Policies	Increase implementation of the national demobilization plan, releasing all children associated with the FARDC and seeking the release of children associated with armed groups.	2009, 2010, 2011
	Provide funds for the implementation of local and national plans to combat the worst forms of child labor.	2011
	Assess the impact that existing policies may have on addressing the worst forms of child labor, such as the National Action Plan for Orphans and Vulnerable Children.	2009, 2010, 2011
Social Programs	Integrate gender concerns into programs to demobilize and reintegrate children associated with armed groups.	2009, 2010, 2011
	Expand programs to provide post-rescue housing and vocational training to children who were associated with armed groups, to protect children from work in the mining sector and to provide street children with access to adequate food, shelter and medical care.	2009, 2010, 2011

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In 2011, the Republic of the Congo made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government allocated funds to anti-child trafficking activities and began supporting a school feeding program that was formerly funded by external donors. However, significant gaps remain in coordination and enforcement of child labor laws. Children in the Republic of the Congo may be engaged in the worst forms of child labor, including in dangerous activities in agriculture and domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	27.0 (256,993)
Attending School	5-14 yrs.	87.8
Combining Work and School	7-14 yrs.	27.1
Primary Completion Rate		70.8

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in the Republic of the Congo may be engaged in the worst forms of child labor, particularly in dangerous activities in agriculture and domestic service. Although the extent of the problem is unknown, children in rural areas burn trees for charcoal, raise livestock and fish.(3) Children's work in agriculture commonly involves using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(4) Children may also be employed as domestic servants. In urban areas, children from rural areas reportedly work as domestic servants for urban families with the expectation that they will be provided proper education and.(3) Children who work in domestic service often work long hours and are vulnerable to physical and sexual abuse from their employers.(5)

Many children work as market vendors in the urban centers of Brazzaville and Pointe Noire. These children endure long hours of hard work for little pay and face exposure to physical dangers from vehicles and inclement weather as well as the risk of engaging in commercial sexual exploitation.(3, 6)

In the Republic of the Congo, children may also be engaged in stone breaking using dangerous tools and carrying heavy



loads.(3) Baka children are also reportedly exploited as cheap labor, sometimes cutting grass at school while children of other ethnic groups attend class.(7)

Many children are trafficked to the Republic of the Congo from the neighboring countries of Benin, Cameroon, Democratic Republic of the Congo and Mali.(8, 9) Girls are trafficked internally from rural areas to the cities of Brazzaville and Point Noire. Many trafficked children are forced into prostitution.(3, 10)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code (Loi N° 45-75) sets the minimum age for employment and apprenticeships at 16 and the minimum age for hazardous work at 18.(11, 12) The Ministry of Education can issue waivers allowing the employment of a child under age 16 following consultation with a labor inspector and an examination of the type of work.(11) A list of hazardous work for children dates back to Order 2224 of 1953.(13) However, ILO Convention 182 calls for periodic review and revision of the list of hazardous work for signatory countries. The Government of the Republic of the Congo submitted a document to the ILO in 1999 identifying hazardous forms of work prohibited for minors under ILO Convention 182 and 138.(13, 14) However, there is no evidence that this document has been given legal effect.

Though both the Constitution and the Education Law stipulate that free and compulsory education be provided until age 16, parents are compelled to buy school supplies and pay for private tutoring and transportation to and from school.(15, 16) These expenses lead to children dropping out of school.

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

In 2010, the Government of the Republic of the Congo passed legislation that gives indigenous Congolese children legal access to education and health services. Traditionally, indigenous children have had trouble accessing social services because their parents did not register their births.(17, 18).

The Labor Code prohibits forced or compulsory labor except in cases of military service, natural disasters and certain civic duties.(11) The minimum age of enlistment in the armed forces in the Republic of the Congo is 18.(3)

The Penal Code prohibits prostitution and the procurement of a person for prostitution and establishes appropriate penalties if the act is committed with a child under age 15.(19, 20)

The Penal Code and the Criminal Procedure and Evidence Act punish persons for any sexual abuse, defined as an attack committed with violence, coercion, threat or surprise. This includes rape and indecent exposure to a minor younger than age 15.(19)

The Child Protection Code prohibits child trafficking, prostitution, rape, and other unspecified illegal activities.(3, 20) The Child Protection Code also specifies a range of penalties believed to be severe enough to serve as deterrent.(3) There are penalties against the forcible or fraudulent abduction of persons younger than age 18 independent of trafficking, but no penalties specifically prescribed for trafficking persons for sexual exploitation.(14)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence of a coordinating mechanism to combat the worst forms of child labor. The Government, UNICEF, local NGOs, Muslim community leaders and local police created a country coordination committee, which reviews and improves communication strategies between various agencies involved in trafficking issues. There was no information on whether a new National Plan of Action on Trafficking has been drafted to replace the 2009-2010 plan which has expired.(3)

The Ministry of Labor (MOL) is the agency responsible for enforcing the child labor laws and monitoring officially registered businesses.(3) MOL employs 17 full-time and 11 part-time inspectors, who inspect for all types of labor law violations.(3) While child labor complaints can be made to MOL officials, inspection efforts are generally limited to urban areas and large establishments.(3, 20, 21) However, most children work in rural areas and in small informal establishments.(22) Investigations of alleged child labor violations typically take 3 to 7 months to complete. MOL did not provide any information as to whether inspections were carried out nor report any violations of child labor laws during the reporting period.(3)

Law enforcement officers coordinate with the Ministry of Social Affairs to provide assistance when victims of child trafficking are identified.(3, 20) During the reporting period, 57 child trafficking victims were removed from trafficking situations; of these children, four were also provided with foster homes, six were given repatriation assistance to their home countries, and eight more began the process for repatriation to Benin with help from the Ministry of Social Affairs.(3, 23)

The Ministry of Justice and the National Police are responsible for the enforcement of criminal laws against child labor, forced labor, human trafficking, commercial sexual exploitation and the use of children in illicit activities.(3) Aside from child trafficking, no statistics have been identified with respect to investigations, prosecutions or convictions of such crimes.

The Republic of the Congo signed a mutual cooperation agreement with Benin, a major source country for child trafficking victims, to help identify and assist victims and also to prosecute traffickers.(3)

Government Policies on the Worst Forms of Child Labor

The Government and the UNDP developed core strategies to set national priorities for poverty reduction and attainment

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of the Millennium Development Goals in the Republic of the Congo.(3, 24) Although child labor is not incorporated into the strategies, increased access to education, including providing school meals for children, was included in the country's Poverty Reduction Strategy Paper. The Government and other stakeholders incorporated provisions for vulnerable populations, such as children with HIV/AIDS, child ex-combatants and children from ethnic populations, into the United Nations Development Assistance Framework (UNDAF) 2009-2013 Country Plan of Action.(25, 26) The impact of the UNDAF Country Plan of Action on the worst forms of child labor does not appear to have been assessed.

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

The Government of the Republic of the Congo has some social protection programs designed to reduce the worst forms of child labor and protect vulnerable children. However, these programs are too limited to address the scope of child labor in the Republic of the Congo, particularly among children working in domestic service, street work and agriculture.

The country has been a participant in the U.S. Government McGovern–Dole feeding program, which aims to reduce the prevalence of poverty-related school dropouts in the

country.(3) The Ministry of Education, in partnership with an American NGO, pledged an additional \$9 million dollars to begin transitioning from the U.S.-funded program McGovern–Dole school feeding program to a Government-supported program.(3)

The Government supports a number of efforts to combat child trafficking. Through its partnership with UNICEF, the Ministry of Social Affairs participated in sensitization outreach, trained investigators to identify trafficking victims, referred them for appropriate legal and social services and provided its own social assistance.(3, 6) The Government of the Republic of the Congo funded a 3-day “train-the-trainer” course on Protection of Children’s Rights organized by the Canadian NGO International Bureau for Children’s Rights (IBCR) at the National Police Academy and the National Gendarmerie Academy. The curriculum developed at the course will be used to train 34 police instructors in Brazzaville and 10 police instructors in the economic capital of Pointe Noire, where the majority of the Republic of the Congo’s trafficking is known to occur, with the intended goal being to train as many as one-third of the national police force in 2012, amounting to 5,000 officers.(27)

For fiscal year 2011 and for the first time, the Ministry of Social Affairs allocated \$100,000 to fight child trafficking.(3, 27)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Codify and publish the list of hazardous work prohibited for children as presented to the ILO in 1999.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Ensure labor inspectors adequately monitor rural areas and small businesses for child labor.	2010, 2011
	Ensure that child labor violations are penalized in accordance with the law.	2011
	In addition to child trafficking data, collect, analyze and report data on the enforcement of labor and criminal laws against other worst forms of child labor.	2010, 2011
Policies	Assess the impact of the UNDAF 2009-2013 Country Plan of Action on reducing the worst forms of child labor.	2009, 2010, 2011
Social Programs	Expand social protection programs for the prevention and elimination of exploitive child labor, especially for children working in agriculture, domestic service, street work and prostitution.	2009, 2010, 2011

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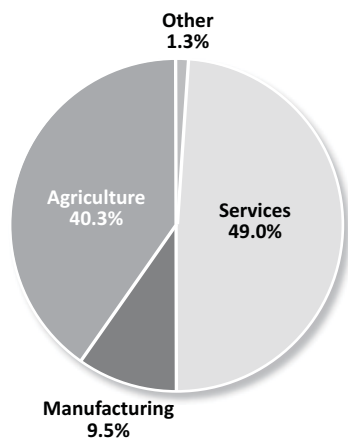
Costa Rica

In 2011, Costa Rica made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed legislation strengthening prohibitions against dangerous work and unhealthy work for adolescents. A new executive order established procedures for immigration officials to follow when a minor is found to be traveling alone or is identified as being in a vulnerable situation, which could indicate trafficking. The Government also conducted a survey to measure the prevalence of child labor. Gaps remain in the coverage of social programs assisting child laborers, especially in dangerous activities in agriculture and urban informal work. Children also continue to be involved in agriculture and commercial sexual exploitation.

Statistics on Working Children and Education

Children	Age	Percent
Working	12-14 yrs.	5.7 (15,043)
Attending School	5-14 yrs.	91.2
Combining Work and School	12-14 yrs.	3.1
Primary Completion Rate		96.3

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2004.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Costa Rica, including in agriculture and commercial sexual exploitation.(3-6) There are reports of child labor used in



the production of bananas, melons, oranges, sugarcane and tomatoes; there are also reports of children, particularly indigenous children who migrate with their families from Panama, working in dangerous activities harvesting coffee.(3, 7-11) The specific activities children engage in and the extent of their involvement in the production of these goods is unknown. Work in agriculture frequently involves using potentially dangerous machinery and tools, applying harmful pesticides and carrying heavy loads.(6) Some children labor in potentially dangerous construction activities and in street vending.(5) Children working on the streets may be exposed to many dangers, including severe weather, vehicle accidents and criminal elements.(5, 12, 13) Children are also found in domestic service.(4, 5) These children are vulnerable to physical and sexual abuse.(12, 14, 15) Limited evidence suggests that children also work in fishing, which may expose them to risks such as drowning.(5, 16)

According to the Government's National Commission against Commercial Sexual Exploitation of Children and the ILO, children in Costa Rica are victims of commercial sexual exploitation, including child sex tourism and child pornography. Child sex tourism is particularly a problem in the provinces of Guanacaste, Limon, Puntarenas and San Jose, as well as in border towns and port areas.(4, 17-19) Children are trafficked within the country for sexual exploitation and forced labor as domestic servants.(4, 20) In 2011, UNICEF published a report stating that 21 percent of child laborers in Costa Rica did not attend school.(14, 21)

Laws and Regulations on the Worst Forms of Child Labor

The Childhood and Adolescence Code and Labor Code both contain provisions on child labor. While the Childhood and

Adolescence Code sets the minimum age for employment at age 15, the Labor Code establishes age 12 as the minimum age.(22, 23) The Government has indicated that the Childhood and Adolescence Code has precedence over the Labor Code regarding children's issues, and that the minimum age of 15 is enforced by labor authorities. Nonetheless, the ILO has recommended that the minimum age provisions in the Labor Code be consistent with those of the Childhood and Adolescence Code.(21-24) Education is free and compulsory until the age of 15.(5)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Labor Code prohibits children younger than age 18 from working in certain occupations that are hazardous to their physical, mental or moral health, including working at night, in mines, in quarries and other dangerous places, such as bars and places where alcohol is sold. The Childhood and Adolescence Code identifies additional hazardous types of work prohibited to children younger than age 18, including work with machines, toxic substances and loud noises.(22, 23) In March 2011, the Legislative Assembly passed Law No. 8922, Prohibiting Dangerous Work and Unhealthy Work for Adolescent Workers. It bars them from occupations such as working with chemicals or at sea.(5, 24-27) The Childhood and Adolescence Code prohibits adolescents from sleeping in a place of domestic employment and authorizes the inspection of the locations where adolescent domestic workers are employed, including private homes.(12, 28)

The Constitution prohibits slave labor.(29) The Penal Code sets the minimum age for prostitution at age 18 and prohibits procuring a child for prostitution or benefiting economically

from the crime. The Penal Code also prohibits the production and possession of child pornography.(5, 30) Costa Rica's Penal Code also prohibits all forms of trafficking and provides for increased penalties for the trafficking of children.(30) Additionally, in May 2011 the Government of Costa Rica issued Executive Order No. 36659 regulating treatment of minors in accordance with the General Immigration Law No. 8764 of 2009.(5, 31) This new regulatory framework has also become an instrument to combat trafficking in persons because it provides authorities with tools to protect and assist foreign minors. The Executive Order establishes procedures to be followed by immigration officials when a minor is found traveling alone or is identified as being in a vulnerable situation. It stipulates that such children must be referred to the National Child Welfare Agency (PANI), in accordance with the Protocol of Action for Care of Children in Vulnerable Situations.(5, 31) Law 8204 on narcotics, psychotropic substances, drugs of non-authorized use, money laundering and related activities establishes a penalty of 8 to 20 years when a minor is recruited to conduct illicit activities.(32, 33) Costa Rica does not have armed forces; therefore, there is no military conscription.

Institutional Mechanisms for Coordination and Enforcement

The Office for the Eradication of Child Labor and Protection of the Adolescent Worker (OATIA), within the Ministry of Labor (MTSS), has the primary responsibility for coordinating the Government's policies and programs to combat child labor.(12, 34) The OATIA monitors the implementation of the National Action Plan for the Prevention and Eradication of Child Labor and Special Protection of Adolescent Workers. It also employs 10 child labor specialists, provides technical assistance to Government ministries and designs social programs to combat child labor.(32, 34) The Immigration Office leads the National Anti-trafficking Coalition.(5) The National Commission to Combat the Commercial Sexual Exploitation of Children and Adolescents (CONACOES) focuses on child trafficking and the commercial sexual exploitation of minors.(5) PANI has the authority to oversee child labor cases or other cases involving minors.(5)

The MTSS is responsible for investigating child labor violations, including hazardous and forced child labor, and enforcing child labor law. The Ministry's Inspection office (DNI) currently employs 103 labor inspectors who investigate all types of labor violations, including those involving child labor.(3, 5) During the reporting period, the MTSS conducted 8,406 labor inspections and investigated 57 child labor cases.(5) Child labor complaints can be filed

through the MTSS's Web site, and OATIA must investigate and resolve hazardous child labor cases within 10 days of the complaint.(3, 12) In 2011, DNI identified and assisted 83 minors for unfair dismissal or violations of labor rights. The DNI issued 78 warnings to employers. Ten of the employers did not comply, and the cases were forwarded to a labor court.(5, 35) However, research found partial information on the outcome of these cases.

The Prosecutor's Office has two units that deal with commercial sexual exploitation and trafficking in persons, the Sex Crimes and Domestic Violence Unit and the Organized Crime Unit.(5) The Sex Crimes and Domestic Violence Unit of the Prosecutor's Office investigates and prosecutes crimes involving the commercial sexual exploitation of children.(12) The Organized Crime Unit investigates and prosecutes trafficking in minors for labor exploitation.(32) The Judicial Investigative Police (OIJ) gathers evidence. During the reporting period, the Organized Crime and Sex Crimes and Domestic Violence Units received specialized training on commercial sexual exploitation and trafficking in persons. The OIJ's Crimes against Persons, Smuggling and Trafficking Unit received general training on commercial sexual exploitation and trafficking, but only limited training on the worst forms of child labor.(5)

During the reporting period, four cases of trafficking of minors for labor exploitation were investigated.(5) The Organized Crime Unit reported only one case of child trafficked for labor exploitation and there were no convictions for trafficking in minors for purposes of labor exploitation.(5) Also during the reporting period, the Prosecutor's Office investigated one case of trafficking in persons for purposes of commercial sexual exploitation that involved 17 minors. That case was still awaiting trial at the end of the reporting period.(5)

Government Policies on the Worst Forms of Child Labor

The Government has adopted the Roadmap Towards the Elimination of Child Labor in Costa Rica, which was developed by OATIA in coordination with the ILO-IPEC. The Roadmap sets specific objectives for government and civil society organizations.(5) It integrates the issue of child labor into government priorities, including the elimination of poverty and the improvement of education, health and legal frameworks, as well as awareness raising, and monitoring campaigns.(36) An Inter-institutional Protocol requires the Ministry of Labor, the Ministry of Education, Social Welfare Institute, the National Training Institute and their regional and

local agencies to coordinate together and with the private sector to provide services to child laborers and children at-risk.(37)

CONACOEES previously implemented the third National Plan to Eradicate Commercial Sexual Exploitation of Children (2008-2010).(17) Currently efforts relating to the Commercial Sexual Exploitation of Children are part of the Roadmap.(35)

The Government of Costa Rica has signed the UN Development Assistance Framework to reach its development objectives, which include strengthening public policies to combat exploitative child labor.(38) The National Plan for Development incorporated child labor issues into its education strategy and within its poverty reduction strategies.(39, 40)

In June 2011, the National Statistics Office (INEC) conducted a survey to measure the prevalence of child labor. The ILO-IPEC provided technical and financial support for this specific module to be included in the 2011 National Household Survey. The final results were not available during the reporting period.(5)

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

PANI is responsible for preventing the commercial sexual exploitation of children and providing assistance to victims.(5, 14, 20) From January to December 2011, PANI reported providing assistance to 75 minor victims of commercial sexual exploitation and 60 minor victims of labor exploitation.(32) During 2011, OATIA reported having provided assistance to a total of 224 minors (adolescents and children), including those referred to OATIA by PANI.(41)

During the reporting period, the Government continued to implement the national conditional cash transfer program, "Let's Get Ahead," which encourages low-income families to keep their children in school and out of exploitative work.(12, 42, 43) The "Let's Get Ahead" Program is implemented by the Social Welfare Institute on the regional level.(12, 43) As of 2011, the Program had enrolled more than 185,000 beneficiaries.(3, 5, 12, 35, 43) For 2011-2014, the Program aims to have a minimum of 165,000 beneficiaries per year.(43)

The Ministry of Education continued to implement programs that assist in the education of working adolescents. In 2011 the Open Classroom Program has assisted 4,781 adolescent students with primary school studies and the New Opportunities for Youth Program has provided 19,727 secondary school students with tutoring twice a week.(12, 35, 44, 45)

The Ministry of Labor's OATIA and the Ministry of Education's National Scholarship Fund (FONABE) continued implementing a scholarship program for working minors. During 2011, the total number of beneficiaries was 430 students, of which 51% were from urban areas.(5, 46)

In 2011, the Ministry of Labor launched EMPLEATE, a public-private initiative for youth employment targeting at-risk and vulnerable youth ages 17 to 24, including 17-year-olds at risk of involvement in the worst forms of child labor, and promoting access to decent employment.(47, 48)

OATIA implements projects throughout the country aimed at eliminating child labor by improving living and working

conditions among indigenous and migrant groups involved in agriculture, as well as providing educational services to working and at-risk children and adolescents.(3, 12, 20, 49) However, the number of OATIA personnel dedicated to overseeing these initiatives declined from 12 to 10 between 2005 and 2011.(3, 12, 32, 49)

Although the Government of Costa Rica has implemented programs to address child labor and trafficking, these efforts do not appear to be sufficient to address the extent of the worst forms of child labor in agriculture, urban informal work and child sex tourism.(3, 20)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Increase the minimum age provisions in the Labor Code from 12 to 15, ensuring consistency with provisions in the Child and Adolescence Code.	2009, 2010, 2011
Coordination and Enforcement	Make information on the sanctions/penalties imposed in cases involving child labor publicly available.	2009, 2010, 2011
	Expand training on the worst forms of child labor for OIJ's Crimes against Persons, Smuggling and Trafficking Unit.	2011
Social Programs	Expand programs to reach more child laborers in agriculture and children at risk of urban informal work and commercial sexual exploitation.	2009, 2010,2011
	Increase the number of personnel in the OATIA dedicated to implementing and monitoring programs to address the worst forms of child labor.	2009, 2010,2011

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In 2011, Côte d'Ivoire made a moderate advancement in efforts to eliminate the worst forms of child labor. The first half of the reporting period was marked by a violent political crisis. Reports claimed that children were used by armed forces on all sides of the conflict, including as guides, cooks, and guards; and that some children were also reported carrying arms. During this crisis and its aftermath, public services, including those related to enforcement and social protection, were in abeyance. Post-crisis, however, the Government took important steps to reduce the worst forms of child labor. These steps included ratifying the *Optional Protocols on Children in Armed Conflict and the Sale of Children, Child Prostitution and Child Pornography*; strengthening its list of hazardous activities prohibited to children; and launching both a new national monitoring committee and a new joint ministerial committee to coordinate efforts on reducing the worst forms of child labor. On March 28, 2012, Côte d'Ivoire also launched a new, updated national plan focused on children that targets trafficking, exploitation and child labor. Despite these steps forward, Côte d'Ivoire still lacks any compulsory education requirement. Social programming is insufficient and gaps remain in the enforcement of laws. Throughout the reporting period, children continued to engage in hazardous work in agriculture. Such work occurred particularly on cocoa farms, sometimes under conditions of forced labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	39.8 (2,181,894)
Attending School	5-14 yrs.	53.6
Combining Work and School	7-14 yrs.	24.3
Primary Completion Rate		58.6

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Côte d'Ivoire are engaged in the worst forms of child labor, many of them in hazardous work in agriculture and particularly in the production of cocoa.(3-8) Children



also labor in the production of grains, vegetables and coffee; they also reportedly work in banana, cotton, palm, papaya, pineapple, rice and rubber farming.(8-12) Children working in agriculture in Côte d'Ivoire may use dangerous tools and carry heavy loads.(3, 9) In the cocoa sector alone, 50.6 percent or an estimated 414,778 children report injuries from dangerous activities according to a report by Tulane University that assessed data collected during the 2008-2009 harvest season.(3, 4) A government report released in 2010 estimated that over 30,000 children are found in conditions of forced labor in rural areas.(13, 14)

Ivorian girls as young as age 9 work as domestic servants, often working 12 to 14 hours per day. Some of these girls are subject to mistreatment, including beatings and sexual abuse.(9, 15, 16) In urban centers, especially in Abidjan, there are thousands of street children. Children, including some street children, are employed as street vendors and shoe-shiners.(16, 17) These children may risk injury from carrying heavy loads and from vehicle accidents.(18) Some children are also engaged in prostitution.(9, 17) Others perform dangerous work in mining, particularly in gold and diamond mining, although evidence of this is limited.(8, 10, 19)

Trafficking of children within Côte d'Ivoire's borders is a problem. Boys are trafficked for agricultural labor (e.g., on cocoa plantations) and to work in the service sector.(11, 12, 20, 21) Children, often girls, are trafficked to work as domestic servants.(9, 22) Girls are also trafficked into

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commercial sexual exploitation after being promised work in bars and restaurants. Many of these girls are ages 15 to 16, but some are as young as age 10.(19, 23-25)

Children from neighboring countries are also trafficked into Côte d'Ivoire. In particular, boys are trafficked to Côte d'Ivoire from Ghana, Mali and Burkina Faso for agricultural labor, especially in cocoa production.(11, 20, 26) They are brought from those countries and from Guinea for labor in the mining sector, and from Benin for work in construction. Girls from Ghana, Togo, Benin and Nigeria nations are trafficked to Côte d'Ivoire for domestic labor, street vending and commercial sexual exploitation.(11, 19, 23)

During the first half of the reporting period, Côte d'Ivoire experienced a serious political crisis. Ensuing violence led to at least 3,000 deaths.(27-29) During this period, there were reports that children were used by armed forces on all sides of the conflict, including as guides, cooks and guards. Some children were also seen carrying arms, almost exclusively manning checkpoints.(11, 30-33) During the crisis, UNICEF and UNOCI attempted to verify these reports, but they were unable to access the area.(33) However, the UN Secretary General noted in a report released on June 11, 2012 that at least 37 cases of children were recruited and used by all forces to the conflict, including for the manning of checkpoints.(34, 35) Côte d'Ivoire's social sector, which was seriously neglected for over 10 years, tumbled further as a result of the post-electoral violence in the first part of 2011.(36) Violence, including gunfire and mortar attacks in certain neighborhoods, led to school closures during the crisis. Teacher boycotts in other areas also resulted in school closures.(37, 38) The crisis left schools destroyed, drove up food prices and forced an estimated 1 million people to flee their homes.(38-40) As late as November 2011, many schools remained closed, especially in the western region of the country, and numerous children remain displaced.(41) However, since the creation of the new Government, the situation has begun to improve with the return of many public services across the country. For example, courthouses that were closed began reopening in October and the national police received new vehicles to replace some of those destroyed during the conflict.(16, 42)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age of employment at 14.(6, 43) Children under age 18 are restricted from certain types of work in the agricultural, mining, transportation, commerce and artisanal sectors.(6, 44, 45) In agriculture, this

list includes applying chemicals and working with fertilizer; in mining, children are prohibited from crushing stone and working underground. Ivorian law further defines hazardous child labor as any type of labor that endangers the health or development of the child. The law establishes penalties for those who subject a child to such work, including the child's parents.(45, 46) In January 2012, Côte d'Ivoire updated its 2005 Hazardous Labor List to prohibit additional activities by children, including carrying heavy loads.(6, 44, 45) While Ivorian law explicitly applies to the informal sector, it does not extend to the self-employed, which may result in some children not benefiting from these measures.(6)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	No
	Free Public Education	Yes

Education is not compulsory by law, although it is officially free.(6, 8) In practice, some parents are still required to pay fees for teachers' salaries and books.(7, 17) For some schools, birth certificates are also a requirement for continued enrollment. Since many children do not have birth certificates, they are consequently prevented from attending school.(8) Teachers also reportedly demanded sexual favors from students in exchange for grades or money.(8) The absence of a compulsory educational requirement, along with the requirement by some schools for birth certificates and school-related fees, decreases the likelihood of children attending school and may increase their vulnerability to exploitation.(6)

The Ivorian Constitution prohibits forced labor and slavery.(47) The Trafficking and Worst Forms of Child Labor Law extends this prohibition to include debt bondage or servitude and the sale or trafficking of children.(46) It calls for life imprisonment

when trafficking or the worst forms of child labor results in the death of a child and introduces other strict penalties. This law also prohibits all forms of prostitution, the use of children for illicit purposes and the involvement of children in armed conflict.(46) The minimum age for both voluntary and compulsory recruitment into the military is 18.(48)

On August 3, 2011, the Government of Côte d'Ivoire ratified the Optional Protocol on Children in Armed Conflict, and on September 7, 2011, it ratified the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.(44, 49-52)

Institutional Mechanisms for Coordination and Enforcement

For much of 2011, the mechanisms designed to coordinate and enforce laws related to the worst forms of child labor did not function due to the political crisis. Government offices, including police stations and courthouses, were destroyed along with vehicles and records.(16, 31, 53)

In November, Côte d'Ivoire reorganized its government structures, creating a new Joint Ministerial Committee to serve as a coordination mechanism for combating the worst forms of child labor. The new Joint Ministerial Committee on the Fight Against Trafficking, Exploitation and Child Labor is chaired by the Minister of Labor with representatives from 13 Ministries, including the Ministry of Justice; the Ministry of Interior; the Ministry of Education; the Ministry of Family, Women and Children; and the Ministry of Agriculture.(16, 51, 54) A new National Monitoring Committee for Actions to Fight against Trafficking, Exploitation and Child Labor was also created in November, which will oversee the new Joint Ministerial Committee and which is presided by the First Lady of Côte d'Ivoire. Both of these structures are intended to meet at least on a monthly basis and will be funded through the national budget.(42, 51, 54) As part of the reorganization, the former coordinating mechanism, Child Labor Unit (SALTE), was dissolved as a separate unit, while the Cocoa Child Labor Task Force (formerly under the Prime Minister and responsible for implementation of the Harkin-Engel Protocol) will become part of the Ministry of Labor in 2012.(16)

The Ministry of Labor is responsible for enforcing labor laws and employs approximately 200 labor inspectors for this purpose. Twenty-five of these inspectors are focused on child labor.(16) Labor inspectors are trained to inspect all sectors and may conduct surprise inspections of any establishment.(43, 55) In order to ensure that work does not exceed the physical capacity of children, labor inspectors

may require medical examinations.(43) However, a lack of sufficient funding, including for vehicles and fuel, limits labor inspections. For example, no labor inspections are carried out in the agriculture sector.(55, 56) The lack of inspections across all sectors where children work, especially in agriculture, translates into a lack of enforcement of the laws designed to protect children from the worst forms of child labor. Due to the crisis in 2011, there are no statistics available for the number of labor inspections conducted, violations cited, or fines collected for 2010 or 2011.(16)

In late 2011, Côte d'Ivoire began organizing child protection committees.(57) These committees are intended to implement, at the community level, a national Child Labor Monitoring System (CLMS), which will enable communities to monitor, report on and coordinate services for children in exploitative situations and supports the goals of the Harkin-Engel Protocol. The CLMS remained under design in 2011 and currently lacks the resources needed for its deployment.(3, 16, 58, 59)

The Ministry of Interior's national police has an anti-trafficking unit, overseen by a police chief and staffed by four police officers and two social workers. This unit investigates cases of child trafficking.(16) New monitoring brigades established as part of the new National Monitoring Committee for Actions to Fight against Trafficking, Exploitation and Child Labor in 2011 also are responsible to investigate trafficking. These brigades, composed of security forces, are tasked with dismantling trafficking networks and rescuing exploited or trafficked children.(16) The ILO Committee of Experts observes that there is weak enforcement of the laws governing the worst forms of child labor, particularly trafficking, in Côte d'Ivoire.(19) In 2010 and 2011, statistics were not collected systematically; records related to the number of children rescued, offenders prosecuted, or sentences issued for trafficking and any of the worst forms of child labor may have been destroyed as a result of the crisis.(16)

Government Policies on the Worst Forms of Child Labor

Child labor concerns have been integrated in a number of national development agendas and policy documents, such as the PRSP (2009-2012), the UN Development Assistance Framework (2009-2013), the Decent Work Program (2008-2013) and the Medium Term Plan of Actions for Education.(60-63)

In June 2011, the new Minister of Labor announced that combating the worst forms of child labor was a priority, noting the need for stronger coordination, the capacity building of

stakeholders, the revisions to the Hazardous Works List and the awareness-raising activities about Côte d'Ivoire's legal framework.(44, 64) In 2007, Côte d'Ivoire adopted a National Action Plan on Child Labor and Trafficking that included the following objectives: supporting research, developing strategies to rescue children from the worst forms of child labor and putting in place a system to monitor child labor levels. This plan called for action over a 3-year period to reduce the worst forms of child labor by 50 percent.(65, 66) The ILO Committee of Experts found in 2011 that very few of the activities under this plan were implemented, partly due to a lack of financial resources, and the 50 percent reduction goal was not achieved.(19, 65-68) In 2011, when this plan expired, the Government worked with ILO-IPEC to update and launch a new national plan to reduce the worst forms of child labor.(44) On March 28, 2012, Côte d'Ivoire launched a national plan focused on children that targets trafficking, exploitation and child labor (2012-2014).(69, 70)

In 2011, Côte d'Ivoire affirmed its commitment to the 2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol (2010 Declaration) and its accompanying Framework of Action.(71-74) Under this Declaration, Côte d'Ivoire agreed to provide appropriate resources and coordinate with key stakeholders (including USDOL and the International Chocolate and Cocoa Industry) on the efforts to reduce the worst forms of child labor in cocoa-producing areas. As part of its commitments to this 2010 Declaration, Côte d'Ivoire is also taking steps to ensure that all project efforts implemented under the Framework align with its national action plans in order to promote coherence and sustainability.(72, 73)

Some Ivorian ministries maintain sector policies for combating the worst forms of child labor. The Ministry of Agriculture maintains a permanent program called Combating the Worst Forms of Child Labor in Agriculture, which conducts awareness-raising campaigns and supports research on child labor in agriculture.(75) Likewise, the Ministry of Family, Women and Social Affairs is implementing actions under its National Action Plan for the Child (2008-2012). This plan calls for training of officials on issues related to child labor, increasing access to education, as well as conducting a campaign to increase the number of children with birth certificates.(65)

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

During the 2011 crisis, even as the number of vulnerable children rose, social programs were curtailed or

suspended.(31, 40) However, later in 2011, when the crisis ended, the Government of Côte d'Ivoire supported social programs aimed at reducing exploitative child labor and trafficking in several sectors.(16, 51, 66) In June 2011, as part of its World Day Against Child Labor awareness-raising events, the Government focused its message on ending the use of child soldiers and hazardous work by children in the cocoa sector.(44) In 2011, the Government also worked with development partners to increase awareness of child labor, including in mining; for example, in August, the First Lady of Côte d'Ivoire launched a television campaign against the worst forms of child labor.(76, 77) The First Lady also worked with other West African First Ladies, including the Malian First Lady, to reduce the trafficking of children from those countries into Côte d'Ivoire.(51, 78)

The Ministry of Family, Women and Children raised awareness of the worst forms of child labor, and, in conjunction with UNICEF and the Government of Belgium, implemented a project to decrease the worst forms of child labor and trafficking, by increasing the capacity of local child protection committees.(57) During the reporting period, this Ministry also established a center in Abidjan to receive trafficked children.(16)

To better assess the situation and provide for more targeted programming in the future, the Government carried out a national survey on the worst forms of child labor, including trafficking, from September to October 2011. Côte d'Ivoire also undertook an additional study to gather more specific information about child domestic labor.(74)

The Government of Côte d'Ivoire participated in a 4-year, \$7.95 million regional project funded by USDOL in 2009, which aims to reduce the worst forms of child labor in domestic service and commercial agriculture (cocoa and coffee), and supports the efforts to develop an updated national action plan. This project will provide education services to withdraw or prevent from the worst forms of child labor 3,100 children in agriculture and 1,350 children in domestic service.(22) In 2011, this project worked with communities to develop 10 child protection committees and helped over 500 children in the domestic service sector by providing education and counseling services.(44) In 2010, USDOL funded a \$5 million second phase of this regional project, providing livelihood services to the families of children rescued from the worst forms of child labor, among other activities. In Côte d'Ivoire, this second phase will reach over 1,000 children working in agriculture (cocoa) with services in education and at least 1,000 families with services to improve their livelihoods.(22, 79, 80)

Among other activities implemented in 2011, this project organized a workshop identifying strategies to reduce the worst forms of child labor and helped support the development of a CLMS.(80)

Under the 2010 Declaration, USDOL also committed \$10 million to a new 4-year, regional project to reduce the worst forms of child labor in cocoa-producing areas in Côte d'Ivoire and Ghana by providing direct services to communities. In Côte d'Ivoire, the project will rescue more than 2,500 children and provide livelihood assistance to at least 1,000 families.(7, 71, 72, 81) In 2011, this project worked with the Government of Côte d'Ivoire to harmonize its national CLMS.(58, 71) The International Chocolate and Cocoa Industry likewise committed \$2 million under the 2010 Declaration to a 4-year regional project in cocoa-producing areas in Côte d'Ivoire and Ghana that is assisting the Governments of both countries with expanding their CLMSs and building the capacity of relevant stakeholders.(71, 72) In support of the 2010 Declaration's Framework of Action, Mars and Nestle also launched projects in Côte d'Ivoire to improve children's livelihoods and their access to education.(73, 82)

Since July 2009, the Government has been implementing its "Self-Help Village" Initiative to combat child labor in the cocoa sector' other activities include building schools and introducing CLMSs.(17, 77) Although actions were curtailed due to the crisis for the first half of 2011, beginning in June and as part of its commitment to the Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol, the Government re-launched its Self-Help Village

Program.(71, 77, 83) In 2011, Côte d'Ivoire reached 10 new villages with awareness raising, education and other activities that are part of this Program.(16, 83)

The Empowering Cocoa Households with Opportunities and Education Solutions (ECHOES) Project (2007-2011), funded by the World Cocoa Foundation, the cocoa industry and USAID, worked to improve the livelihoods of parents and awarded 130 scholarships for 3 years of school-related expenses.(84) The 4-year, Phase II (2007-2011) Sustainable Tree Crops Program (STCP), funded by the same partners, raised awareness about preventing hazardous child labor; by December 2011, STCP had sensitized over 13,000 farmers on child labor in 15 districts, primarily in the Eastern Region of Côte d'Ivoire.(85)

In 2011, the Government tried to increase access to education by providing free preparatory classes, distributing text books and removing school uniform requirements.(6) Despite these efforts, many areas remain without access to any schools, thus increasing the risk of children of being engaged in the worst forms of child labor.(76)

Although the Government of Côte d'Ivoire has some programs to help children on cocoa farms, such social programs do not reach the 3,608 cocoa-growing communities reportedly in need of services.(3, 68) The Government also lacks sufficient programming to address the needs of children engaged in other types of agriculture; former child soldiers; street children; and children working in mines, domestic service and commercial sexual exploitation.

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Côte d'Ivoire:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Make education compulsory and establish a minimum compulsory education age that is consistent with the minimum age for admission to work.	2009, 2010, 2011
	Ensure that the Labor Code extends existing protections to self-employed children.	2011
Coordination and Enforcement	Allocate sufficient resources to ensure inspections in sectors where the worst forms of child labor are most prevalent, and enforce relevant laws.	2009, 2010, 2011
	Systematically collect and make available data on child labor incidents, prosecutions, sentences and referrals to remediation services for children rescued from the worst forms of child labor.	2010, 2011
	Launch and expand the CLMS.	2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Provide sufficient funding and expand activities for effective implementation of national action plans to combat the worst forms of child labor.	2009, 2010, 2011
Social Programs	Pilot and expand efforts to address the worst forms of child labor in commercial sexual exploitation, domestic service, and mining.	2010, 2011
	Ensure that children used by armed forces during the crisis and street children receive appropriate remediation programming.	2011
	Implement a national campaign to increase birth certificates in order to remove the lack of one as an obstacle to children attending school and work with schools to abolish fees, especially those related to paying teachers' salaries.	2011
	Expand and improve all programming related to the worst forms of child labor by: <ul style="list-style-type: none"> • Developing long-term sustainable child labor-monitoring and remediation models. • Augmenting social, education and livelihood programs; remediation; farmer training; and infrastructure improvements (e.g., schools). • Tracking project interventions and making this information publicly available. • Replicating and expanding throughout cocoa-growing areas successful project interventions to address exploitative child labor. 	2009, 2010, 2011

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In 2011, Croatia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government put resources in increasing the number of labor inspections, doubling the number from the previous reporting period. In addition, the Government increased scholarships to Roma children in secondary- and tertiary-level education, committed funds for school meals for Roma children and provided additional language teachers to help Roma students. The Government also implemented programs to address street begging and to prevent trafficking. However, high dropout rates among Roma children persist; there is also a lack of social programs that benefit street children, Roma child beggars in particular. Children continue to engage in the worst forms of child labor, mostly forced begging and pick-pocketing.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	7-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		95.1

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Croatia are engaged in the worst forms of child labor, particularly in forced begging and pick-pocketing. Most children involved in such activities are Roma.(3-6) There is no information on the scope of the problem. Reports indicate that Croatia is a destination, source and transit country for children subjected to human trafficking for commercial sexual exploitation.(3, 4, 7)

Children have been found working in the service, hospitality, retail and construction sectors.(3, 8)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Act sets the minimum age for employment at 15, as long as the child is not attending compulsory education, which is usually to age 15.(9) The law prohibits employing minors



ages 15 to 18 who are still completing compulsory education. For minors age 15 to 18 who have completed compulsory education to work, the legal representative's authorization is required.(9) The Labor Act also sets out a list of prohibited working conditions for children under age 18. These include working overtime, at night, and in any dangerous conditions that may be harmful to a child's physical and moral well-being.(9) The Act does not permit minors to work more than 40 hours per week.(9)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Labor Act also authorizes labor inspectors to investigate working conditions to determine if a minor is in danger. If the inspector determines, after consulting a physician, that the minor is endangered, the inspector may prohibit the minor from such employment.(3) The Labor Act calls for fines ranging from \$150 to \$18,000, depending on the gravity of the situation.(3, 9)

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In 2010, the Government of Croatia updated its Labor Act and passed legislative regulations that detail the types of hazardous work from which children are prohibited engaging as well as the types of employment and activities in which minors can participate. Minors under age 18 are specifically prohibited from working in bars, nightclubs and gambling establishments.(3)

Article 23 of the Constitution prohibits forced labor.(10) Trafficking in persons for the purpose of forced labor is forbidden under article 175 of the Criminal Code.(11) The Code also prohibits parents, guardians and other responsible individuals from forcing a minor to engage in unsuitable or excessive work or be involved in prostitution. Articles 195 and 196 of the Criminal Code prohibit pandering, and the assembly of pictures and other audio-visual material of a child for pornographic use.(11)

The Criminal Code also stipulates that entering into any kind of sexual act with a child is considered an offense. Article 195 of the Code criminalizes engaging a minor for the purpose of forced prostitution.(11) Article 175 of the Code prosecutes trafficking for forced labor and commercial sexual exploitation. Croatia's criminal law treats trafficking and international prostitution as the same offense, which is punishable by 1 to 10 years in prison when a child is involved.(3)

According to the Defense Law of 2002, the minimum age for conscription into the military is 18.(12) Education is free and compulsory for children up to age 15.(13) Roma children nonetheless face serious socioeconomic barriers in continuing their education, including a lack of family support and discrimination in schools.(8, 14)

Institutional Mechanisms for Coordination and Enforcement

The Office of the Ombudsman for Children's Rights coordinates efforts to protect the rights and interests of children. The Ombudsman's duties include coordinating with the Ministry of the Economy, Labor and Entrepreneurship to ensure that the Government implements ILO Conventions 138 and 182.(15)

The State Labor Inspectorate is responsible for enforcing child labor laws involving the minimum age of employment and acceptable working conditions(3, 9). Unacceptable working conditions include working overtime, at night, under dangerous labor conditions or in any other job that might be harmful to a child's health, morals or development.(3, 9) The Inspectorate provides information on child labor violations to the Office of the Ombudsman for Children's Rights.(7) The Ombudsman then evaluates and forwards all cases of child labor violations to the State Prosecutor's Office for further investigation and prosecution.(3)

The Inspectorate has 129 inspectors whose duties include inspection for illegal employment of minors and 102 inspectors for labor safety. It performed 17,970 inspections in 2011 and found 66 violations of labor laws involving minors under age 17.(3) All of the child labor violations involved cases of employers keeping minors at the workplace beyond the prescribed time limits. In all cases of labor violations, employers paid the fines assessed.(3)

The National Committee for Combating Trafficking in Human Beings coordinates anti-trafficking activities.(16) The Committee includes the Head of the Office of Human Rights, who serves as the Committee's Coordinator, representatives of different ministries, the Operative Team of the National Committee, and mobile teams represented by both government bodies and NGOs.(16, 17) The Operative Team works with the National Committee to find solutions in complex cases.(18)

The Ministry of Interior is responsible for enforcing criminal laws against child labor, trafficking in human beings for commercial sexual exploitation, and the use of children in illicit activities. The Ministry of Interior employs 230 field officers with training in juvenile matters, including special training and emphasis on the worst forms of child labor.(3, 19)

The Government of Croatia identified three children as victims of trafficking in 2011. All victims were sent to NGO shelters funded by the Government.(3)

Research conducted by a Croatian NGO revealed that the Government of Croatia did not consistently provide adequate protections for some trafficking victims who testified against their traffickers in previous years.(3) Recent research indicates, however, that trafficking victims are not required to testify in court and are able to request to testify thru video link.(20) Although the requests have to be made to the judge in advance, all of them have been granted in practice.(6) The authorities passed new legislation in September 2011 regarding protection of crime victims which is fully harmonized with the European Convention on Damage Compensation to the Victims of Violence. The changes will go into force upon Croatia's entry into the European Union.(3)

Government Policies on the Worst Forms of Child Labor

The Government of Croatia has incorporated child labor issues into related policy frameworks. The Government adopted a National Program for the Protection of the Best Interests of Children for 2006-2012, to provide resources for the prevention of the worst forms of child labor, including resources for the investigation of child labor for economic and commercial sexual exploitation.(3) The Government continues to implement its primary plan regarding anti-trafficking activities named the National Plan for Suppression of Trafficking in Persons. The document provides protocols for the education of and the exchange of information between authorities regarding human trafficking of both adults and children.(16)

With the 2007-amended Social Welfare Act, victims of human trafficking are entitled to social welfare benefits that are financed from the state budget.(17) A victim of trafficking may also receive a temporary residence permit for a period of one year with an extension possibility for another year.(16)

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

The Government of Croatia continues to conduct several outreach campaigns to address forced begging in the Roma community by encouraging Roma children to attend school. The Office of National Minorities has a special program that aims to make the educational system in Croatia more inclusive of Roma children.(3) The Government also continues to participate in the Decade of Roma Inclusion 2005-2015, a regional program that aims to improve the socioeconomic status and social inclusion of Roma.(20)

Additionally, the Government reimburses preschool and kindergarten fees for Roma children and distributes scholarships to Roma children in secondary- and tertiary-level education. The number of scholarships given for both levels increased over the past year.(3) The Government also committed funds for meals for Roma children students and supported additional language teachers to help Roma students.(3, 7) However, high dropout rates among Roma children persist and only 3.5 percent of Roma children graduate from secondary-level school, compared with 85 percent of the general student population.(5, 7) Roma children are therefore at an increased risk of involvement in the worst forms of child labor.

The Office of the Ombudsman for Children's Rights continued a program during the reporting period that encourages all citizens to immediately report to the police any children they see begging, emphasizing that reporting would not lead to the punishment of a child. The Office of the Ombudsman continued to provide on its Web site a leaflet entitled "Protecting Child Beggars" to make the public aware that protection of this group of children depends on the joint efforts of government officials as well as the general public.(21) Along with the reporting program, the Office of the Ombudsman encouraged government authorities to enact a protocol for procedures for children found begging, establish a record of those children, and increase the number of facilities for accommodating mothers with underage children found begging.(21) Research did not find any evidence on the implementation or impact of these recommendations.

In the National Program for Combating Trafficking in Human Beings for the period from 2009 to 2011, the Government of Croatia dedicated funds to accomplish several objectives ranging from providing identification and help in protecting victims to the repatriation and reintegration of the victims.(17) The Government funded two separate NGO shelters -one for adults and one for women and minor trafficking victims.(4)

In 2011, government ministries began cooperating with the International Organization for Migration (IOM) and local NGOs to implement the Child Trafficking Prevention Program that addresses prevention of child trafficking, child exploitation, sexual exploitation of children, child pornography and other worst forms of child labor. The Program serves as a pilot project used by teachers in five elementary schools in Zagreb.(3)

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

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Establish more concrete social protection programs that provide direct services for minors, Roma children in particular, who are engaged in forced begging.	2010, 2011
	Establish more programs and monitoring mechanisms for programs that target Roma children in order to promote and increase their enrollment and persistence in primary and secondary education.	2009, 2011

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In 2011, Djibouti made a minimal advancement in efforts to eliminate the worst forms of child labor. With donor support, Djibouti established a trafficking center to combat trafficking and began developing programs. In April 2011, the Government ratified the Optional Protocol to the Convention on the Rights of the Child (CRC) on the Sale of Children, Child Prostitution and Child Pornography as well as the Optional Protocol to the CRC on Armed Conflict. It has not, however, established programs to help children engaged in the other worst forms of child labor. The Government lacks laws to protect children from exploitation in hazardous work and has not established a coordinating mechanism to address child labor. Children in Djibouti continue to engage in the worst forms of child labor, including domestic service and street work.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	12.3 (23,693)
Attending School	5-14 yrs.	67.4
Combining Work and School	7-14 yrs.	10.2
Primary Completion Rate		35.6

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Djibouti are engaged in the worst forms of child labor, including domestic service and street work.(3, 4) Children's work in these sectors occurs predominantly in urban areas, where the majority of the Djiboutian population is concentrated.(3, 5) Child domestic labor may involve long hours of work and takes place in private homes where the children are susceptible to physical and sexual abuse.(6)

Street children, including migrant children from neighboring countries, commonly engage in vending, shining shoes, begging and washing and guarding cars.(3, 7) Some children are also involved in prostitution and drug dealing. Some drug dealing involves sniffing glue and a legal drug, called *khat*, but children also deal illicit substances such as marijuana.(3, 4, 8) Children working on the streets may be exposed to many dangers, including severe weather, traffic accidents and crime.(9)



Limited evidence suggests that rural children in Djibouti care for and herd livestock, which may expose them to injury or disease from contact with animals.(3)

A small number of girls from poor Djiboutian families, refugees and Ethiopian and Somali migrants passing through Djibouti are trafficked into prostitution in Djibouti City and along trucking routes on the Ethiopia-Djibouti corridor.(3, 8) Reportedly, this trafficking is sometimes carried out by older children.(8) Girls may also be trafficked for domestic service.(3, 8)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment in Djibouti at age 16, and the minimum age for night work at age 18.(3, 10) The Code limits the number of consecutive hours children under age 18 can work, mandating 12 consecutive hours of rest between shifts. However, the National Council of Work, Labor and Vocational Training is authorized to exempt a young person from the rest requirement or restrictions of night work.(10) The Labor Code also prohibits children under age 18 from working in certain sectors, including domestic service, hotels and bars.(3, 10) However, Djiboutian law does not define hazardous work or clearly establish a minimum age for it. Additionally, the Government has not developed a list of hazardous occupations prohibited to children.

The Labor Code prohibits forced and bonded labor.(3, 10) Djiboutian law proscribes the procurement of minors for prostitution or pornography and the use of minors in the transportation and sale of drugs.(3) In April 2011, the Government ratified the Optional Protocol to the Convention on the Rights of the Child (CRC) on the Sale of Children, Child Prostitution and Child Pornography, as well as the

Optional Protocol to the CRC on Armed Conflict.(3) Law 210, regarding the Fight Against Human Trafficking, prohibits all internal and transnational trafficking of persons under age 18.(3, 11)

	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	No
	Compulsory Education Age	16
	Free Public Education	Yes

Djibouti has no compulsory military service, and the minimum age for voluntary recruitment is 18.(12)

The Djiboutian Education System Act of 2000 establishes compulsory basic education for children between ages 6 and 16.(13)

Institutional Mechanisms for Coordination and Enforcement

Research uncovered no evidence that the Government of Djibouti has established a coordinating mechanism to combat the worst forms of child labor.

The Labor Inspectorate, under the Ministry of Labor, is primarily responsible for enforcing child labor laws and regulations.(14) Labor inspectors can sanction businesses that employ children illegally, but inspections are not conducted regularly.(3) Based on the most recent data available, the Labor Inspectorate employs one labor inspector and nine controllers.(3) Although controllers received specialized training, additional training and professional development is necessary. According to government reports, no inspections were conducted in 2011.(3) Additionally, the Ministries of Health and Labor can require medical exams, as appropriate, to determine if work is beyond a young person's capabilities; they

can prohibit young people from being employed in other types of work deemed beyond their capabilities.(10)

The Ministry of Justice and the Police Vice Squad are responsible for investigating criminal offenses related to child labor, including forced labor, commercial sexual exploitation and prostitution. The Police Vice Squad also works with the Ministry of Health to refer victims of child prostitution to service providers.(14) Lack of sufficient training and resources may hinder the Police from identifying victims and investigating cases.(3) Research found no evidence that the Government makes information on investigations, prosecutions or convictions related to the worst forms of child labor publicly available.

Government Policies on the Worst Forms of Child Labor

Djibouti's Poverty Reduction Strategy prioritizes vulnerable children, including those living in poverty and on the streets. It aims to raise parents' livelihoods, thereby allowing children to allocate time to education rather than work.(15) Further, it mandates the provision of legal and social safety nets for street children.(15)

The Government of Djibouti maintains a policy of offering free public education and devotes a quarter of its national budget to the education sector.(3) Associated expenses are often prohibitively high for poor families, however, contributing to low primary school attendance rates.(4, 15) The Government has asked international donors for assistance in addressing these costs.(3)

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

In early 2011, with funding from the Government of Japan, a Migration Response Center opened in Northern Djibouti to raise awareness about irregular migration, including human trafficking, and develop programs, including those to aid victims of trafficking and unaccompanied minors.(16) The Government of Djibouti continues to work with the IOM on billboard, radio and television campaigns to raise awareness of the risks of irregular migration, such as falling victim to trafficking.(3) The Government is also participating in a 20-month, \$280,000 program funded by the USDOJ to expand and strengthen the enforcement of anti-trafficking laws.(17) Though the Government of Djibouti has participated in programs to combat trafficking, research uncovered no evidence of programs to assist children engaged in other worst forms of child labor such as domestic labor, street work, prostitution or illicit activity.

The Government also participates in the Urban Poverty Reduction Project, funded by the African Development Bank. The Program aims to promote socioeconomic development in Djibouti's towns and cities, where over 80 percent of the country's population is concentrated, including the majority

of child workers.(5) The Government continues to work with UNICEF in assisting orphans and vulnerable children who may be at risk of entering the worst forms of child labor.(3) The question of whether these programs have an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish a minimum age for hazardous work, and develop and publish a list of hazardous occupations prohibited to children.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Provide additional training and professional development to labor inspectors.	2011
	Conduct inspections to enforce child labor laws.	2011
	Publicly report on inspections, prosecutions and convictions related to child labor.	2010, 2011
Policies	Explore ways to fully and effectively implement free public education policy.	2010, 2011
Social Programs	Institute programs to assist children in domestic labor, street work, prostitution and illicit activities.	2009, 2010, 2011
	Assess the impact of the Urban Poverty Reduction Project and UNICEF programs may have on child labor.	2010, 2011

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 2, 2012. Reliable statistical 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 on children's work in general are reported in this chart, 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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In 2011, Dominica made no advancement in efforts to prevent the worst forms of child labor. Although no information suggests that the worst forms of child labor are a problem, and the Government has several programs in place to encourage children to remain enrolled in school, critical gaps exist in the legal framework to prevent children from involvement in the worst forms of child labor. The minimum ages for work and hazardous work fall below international standards, and the country lacks a comprehensive list of hazardous work prohibited to children, which leave children vulnerable to the worst forms of child labor. Dominica likewise lacks prohibitions on trafficking.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		83.8

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

No information suggests that the worst forms of child labor are a problem in Dominica.(3)

Laws and Regulations on the Worst Forms of Child Labor

According to the Employment of Children (Prohibition) Act, the minimum age for employment is 12, but according to the Employment of Women, Young Persons and Children Act, it is age 14.(4, 5) The ILO Committee of Experts has urged the Government to raise the statutory minimum age to 15, as it specified it would do when it ratified ILO Convention 138.(6) In addition, the minimum age for hazardous work is 14, which does not comply with international standards, leaving children 14 and above vulnerable to the worst forms of child labor.(6, 7) Dominica does not have a list of work considered hazardous but is commencing the process of drafting one; the Employment of Women, Young Persons and Children Act prohibits children under age 14 from working

in certain industries, including mining, construction and transportation.(5, 8) The different minimum ages for work may create confusion over what protections apply to working children and make the law difficult to enforce.

	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	12/14
	Minimum Age for Hazardous Work	14
	Compulsory Education Age	16
	Free Public Education	Yes

The law prohibits forced labor.(7) The Children and Young Persons Act provides for the care, supervision, and protection of all children, and the Sexual Offenses Act protects children from

commercial sexual exploitation and sexual offenses, including abduction with the intent of sexual intercourse.(9-11) However, there are no laws or regulations explicitly prohibiting trafficking in persons.(3)

Dominica has no military force, and the minimum age for voluntary recruitment to the police force is 18.(12)

The Education Act establishes compulsory and free education to age 16.(13)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor is the main agency tasked with enforcing laws related to child labor, while the Welfare Division of the Ministry of Social Services, Community Development, and Gender Affairs is responsible for the welfare aspects of child labor cases.(3) Because there is no documented evidence of the existence of the worst forms of child labor in Dominica, there does not appear to be a need for a coordinating mechanism to address the worst forms of child labor.

The Government of Dominica employs six labor inspectors who inspect for compliance with all labor laws, including child labor. The Ministry of Health's 19 inspectors may also inspect

labor violations.(3) Because there were no reported cases of child labor violations during the reporting period, no child labor investigations were conducted.

Government Policies on the Worst Forms of Child Labor

Because no evidence of a problem exists, there appears to be no need for policies to address the worst forms of child labor. The Government's Growth and Social Protection Strategy (2006–2011) aims to reduce poverty overall.(14)

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

There likewise appears to be no need for programs to address the worst forms of child labor because no evidence of a problem exists. The Government operates programs to ensure that quality education is a viable alternative to work for all children. The Government also sponsors an Education Trust Fund to provide financial assistance to students in secondary school who would not otherwise be able to complete their education.(15) The School Text Book Provision Scheme subsidizes the cost of textbooks for primary and secondary school students, and a school feeding program provides lunch to primary school students in targeted areas.(16, 17)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Raise the statutory minimum age for employment to 15.	2009, 2010, 2011
	Raise the minimum age for hazardous work to comply with international standards.	2009, 2010, 2011
	Finalize and adopt the list of hazardous work.	2011
	Amend the legislation to expressly prohibit child prostitution and trafficking in persons, as well as the use, procuring, or offering of a child for the production of pornography or for pornographic performances.	2011

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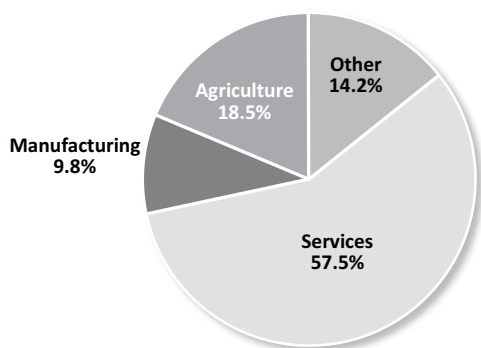
Dominican Republic

In 2011, the Dominican Republic made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government has taken steps to expand programs to reduce child labor and to increase the availability of information on child labor. It released statistics on child labor as part of its National Household Survey, initiated a pilot program in 21 schools that extends school hours to a full day and expanded the age range of children eligible for its conditional cash transfer program. However, the potential benefit from those steps may be counteracted by the new 2010 Constitution's immigration provisions, which were upheld by the Supreme Court during the reporting period. These provisions effectively, and in many cases retroactively, deny citizenship and birth certificates to many Dominican-born children of Haitian descent. These children are particularly vulnerable to the worst forms of child labor, and the immigration provisions restrict their opportunities for education and further increase their vulnerability to labor exploitation. Children in the Dominican Republic continue to engage in the worst forms of child labor, including in dangerous tasks in agriculture and in commercial sexual exploitation.

Statistics on Working Children and Education

Children	Age	Percent
Working	10-14 yrs.	5.8 (59,866)
Attending School	5-14 yrs.	96.3
Combining Work and School	10-14 yrs.	5.4
Primary Completion Rate		92.1

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from LFS Survey, 2005.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

In November 2011, the Office of National Statistics released the results of the 2009-2010 child labor module of the national household survey.(3) According to the 2011 report, 15.1 percent of children ages 5 to 17 are economically active, down from 18 percent in 2000.(3) These data were not analyzed in time for use in this report; data from 2005 are included above. Children in the Dominican Republic are engaged in the worst forms of child labor in dangerous activities in agriculture and in commercial sexual exploitation.(4-6) In rural areas, children work in agriculture in the production of coffee, rice, sugarcane, and tomatoes, and may apply harmful pesticides, use dangerous tools, carry heavy loads and work long hours.(5-11) Reportedly, children work in hazardous activities in the production of garlic and potatoes.(5, 8, 11)

Haitian migration to the Dominican Republic is a long-standing phenomenon and Haitians or Dominicans of Haitian descent who lack legal documentation are especially vulnerable to exploitative or forced labor.(5, 12, 13) The January 2010 earthquake in Haiti prompted a surge in the migration of Haitians, including children, to the Dominican Republic.(14-16) Approximately 1 million undocumented immigrants live in the Dominican Republic and an estimated 13 percent of all children younger than age 15 have no birth documents.(5) Many Haitians and Dominicans of Haitian descent, including children, live in villages known as *bateyes* that have traditionally housed sugarcane workers and lack adequate housing, medical and other basic services.(8, 17, 18) According to the ILO Committee of Experts, children work in sugarcane plantations alongside their parents and the work may involve collecting cut cane or clearing land; these children risk injury from carrying heavy loads, using dangerous tools and getting cut by the plants.(11, 17, 19, 20)

In addition to agriculture, children also work as domestic servants in third-party homes.(5, 21) Children are sometimes sent to live with extended or better-off families in the hope of attending school. However, these families sometimes exploit the children as domestic workers.(5, 13, 22) Some child domestic workers are trapped in forced labor or indentured servitude, required to work long hours and may be exposed to physical or sexual abuse.(5, 7, 13, 23) Approximately 3,000 Haitian child domestic workers are reported to be working in the Dominican Republic.(24)

Children in urban areas work in the streets vending, shining shoes and washing car windows. They are vulnerable to many dangers, including severe weather, vehicle accidents, drug trafficking and other criminal elements.(6, 23, 25, 26) Children work in hazardous conditions for long hours in landfills.(27) They also work in construction, which may entail carrying heavy loads and using dangerous tools.(3, 7, 23) The child labor module of the 2009-2010 national household survey found that children work in the food service industry and in the production of baked goods (bread, cakes and pastries), which could subject them to burns from hot ovens.(3) Children are reportedly subjected to hazardous labor while mining for larimar, a blue rock often used for jewelry.(8, 11)

The commercial sexual exploitation of children occurs in tourist locations and major urban areas.(5, 13, 28, 29) The Dominican Republic is a source and destination country for trafficking of children, including for the purpose of commercial sexual exploitation.(5, 28, 30) Children are also trafficked internally for sex tourism and domestic service.(13) The porous border between Haiti and the Dominican Republic has enabled thousands of children to cross into the Dominican Republic without alerting authorities.(13, 31, 32) Some Haitian children who are trafficked to the Dominican Republic work in agriculture.(13, 24, 32) The Ministry of Labor (SET) stated during a regional forum in March 2011 that the lack of opportunities contributes to the recruitment of children and youth into commercial sexual exploitation and trafficking, and that better employment opportunities and conditions are needed.(29)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the legal minimum age for employment in the Dominican Republic at 14.(33, 34)

The Resolution on Hazardous Work for Persons Under Age 18 prohibits minors younger than age 18 from dangerous work, such as work involving hazardous substances, heavy or dangerous machinery and heavy loads. Minors are also

prohibited from selling alcohol, certain work at hotels, handling cadavers and performing various tasks involved in the production of sugarcane.(35) The Resolution makes exceptions for children older than age 16 in apprenticeships and job training.(35) Special authorization is needed for minors to work in itinerant sales.(33) Minors ages 14 to 16 are prohibited from working as messengers and delivering merchandise.(33) Children younger than age 16 cannot work at night or more than 6 consecutive hours.(33) However, the night work provision does not cover children ages 16 to 17.

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	14
	Free Public Education	Yes

The Code for the Protection of Children and Adolescents guarantees free primary education and sets the compulsory school age at 14.(34) However, in practice, associated school costs and a lack of identity documents prevent some children from attending school.(18, 36-38)

From 1929 until January 26, 2010, the Dominican Constitution conferred Dominican nationality on all those born in the country except those born to a foreign diplomat or to foreign parents who were “in transit.”(5, 39) At the time, the term “in transit” referred to persons who had spent no more than 10 days in the country. The 2004 Migration Law expanded the definition of “in transit” to mean non-residents, including temporary foreign workers, persons with expired residency visas and undocumented migrant workers.(5, 38, 40, 41) Until then, Civil Registry offices did not follow a set policy regarding issuance of nationality documents to the children of illegal migrants; some did and others did not.(42) The 2004 Migration Law severely

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affected Dominicans of Haitian descent who already had Dominican nationality as the Civil Registry began to retroactively apply the law to Dominican citizens of Haitian descent.(42) The new Constitution, which went into effect on January 26, 2010, adopted the 2004 Migration Law's provisions, explicitly excluding from citizenship those born on Dominican soil whose parents reside illegally in the country.(38, 40, 42) On December 1, 2011, the Supreme Court upheld the Central Electoral Board's (JCE) Circular 17, which instructs Civil Registry officials to deny copies of identity documents to children of "foreign parents" residing illegally in the country.(43-45) As a result, many Dominican-born individuals, whose Haitian parents and grandparents had lived and worked in the country for decades under the temporary worker's card (*ficha*) issued to them by the former state sugar company, are not considered eligible for citizenship because their parents are categorized as "in transit" or not residing in the country legally.(5, 12, 18, 37, 42) Although the Government of the Dominican Republic guarantees access to the health care network and public school system regardless of nationality, identity documents are required to receive a high school diploma.(27, 46) Without the opportunity to receive a high school diploma or pursue higher education, access at the legal working age to formal sector jobs is limited, which increases vulnerability of early entry into the worst forms of child labor and trafficking.(5, 13, 18, 38, 47)

The new Dominican Constitution contains a specific prohibition on all forms of "slavery, servitude and human trafficking" and reaffirms the Government's responsibility to protect minors from exploitation.(40) The Law Against Trafficking in Persons and Migrant Smuggling prohibits all forms of human trafficking.(14, 48) The Code for the Protection of Children and Adolescents Law prohibits compensation for the transfer of a child to someone else for the purposes of forced labor, commercial sexual exploitation, including prostitution and pornography, or other degrading activities.(14, 34) The Technology Crime Law criminalizes the production, distribution or possession of child pornography.(14, 49) The Law on Drugs and Controlled Substance specifically prohibits the employment of minors in illicit drug trafficking.(50) Military service is not compulsory during times of peace under the Armed Forces Law and the voluntary age for military conscription is 16. In addition, minors must have completed their education and are prohibited from participating in armed conflict.(27, 51)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor (SET) leads government efforts to eliminate child labor and established the National Steering

Committee to Eradicate Child Labor (NSC) in 1997 to coordinate all child labor initiatives in the country.(24, 26, 51) SET, through its Child Labor Unit, has established 43 local and municipal committees around the country to develop strategies to combat child labor, including six committees established in 2011.(24, 26, 51, 52) In coordination with the National Council for Children and Adolescents (CONANI), SET is responsible for protecting minors against labor exploitation as well as promoting policies designed to improve the employability of young people and reduce barriers to the labor market(12, 52). SET and CONANI also lead the Inter-Institutional Commission against Child Abuse and Commercial Sexual Exploitation, which includes representatives from various ministries, the National and Tourism Police, the Attorney General's Office, NGOs and the tourism sector, in addition to representatives of UNICEF and the ILO as advisors.(27, 52)

SET employs 207 labor inspectors who receive training to detect child labor.(27, 52) The Government of the Dominican Republic reported that over 72,000 labor inspections were conducted in 2011 to verify compliance with labor laws, including child labor laws.(27, 53) From January 2011 through February 2012, labor inspections revealed 141 child labor violations, resulting in the removal of those children from work sites, evaluations of the children, and some referrals to CONANI shelters.(27) In the first quarter of 2012, SET's inspections removed 17 minors from tomato plantations, 43 from rice fields, and 2 from construction sites; all the violators received sanctions.(27) In the same time period, 77 children were removed from hazardous work in landfills.(27) Although some information on sectors and geographic areas in which inspections are conducted is available, specific information on sanctions imposed for violations was not available.(51, 53-55)

SET and the Secretariat of State for Education have an action plan that requires labor inspectors to report children not attending school.(19) In addition, the Ministry of Agriculture is required to report to labor authorities any information regarding children's employment in the agricultural sector.(27)

The Attorney General's Office trains its investigators on child labor issues and is responsible for prosecuting crimes involving children.(14) The National Judiciary has 33 district attorneys who are tasked with cases involving the worst forms of child labor.(54) However, the number of convictions and prosecutions related to exploitative labor is not published.(8, 55) The National Police receive training to address child labor and commercial sexual exploitation and to refer child victims to CONANI or shelters.(14, 27) During 2011, 467 Tourism Police officers received training on child labor and commercial sexual exploitation.(27)

The Government of the Dominican Republic reports that forced labor currently does not exist in the country and therefore takes no measures to prevent or combat it.(14) The Government provides anti-trafficking training to officials, including those posted overseas, on how to recognize and assist Dominican nationals in other countries who are trafficking victims.(14, 28) The Government follows a zero-tolerance policy for public officials who are complicit in trafficking or migrant smuggling activities; in 2011, 110 officials were investigated.(13, 14, 26, 51) The Government also reports investigations and prosecutions conducted under the Law Against Trafficking in Persons and Migrant Smuggling. However, the statistics are not disaggregated, which prevents an understanding of the extent of trafficking versus smuggling.(13, 14, 28) In 2011, SET initiated prosecutions for nine criminal cases involving the worst forms of child labor—all of which were investigated—resulting in four convictions, with the remainder of the cases awaiting trials.(27) The Government assisted international investigations leading to the detainment of a foreigner who led a prostitution ring responsible for sexually exploiting Haitian minors in the Dominican Republic.(27)

In 2011, CONANI and Haiti's Social Well-Being and Research Institute (IBERS) committed to improve coordination for the protection of Haitian and Dominican children, including at three transit points along the border.(27) In February 2011, a raid conducted by the Directorate of Migration discovered 44 Haitian children who had been trafficked to the Dominican Republic to beg or work on the streets.(57-59) Consequently, child protection authorities in the Dominican Republic and Haiti coordinated to provide family tracing and return and reintegration assistance to those victims; IOM reported that 23 Haitian child victims had been returned home and that the others would be reunited with their families when the conditions were suitable.(56, 57) CONANI is providing temporary shelter and care for 234 vulnerable children, unaccompanied minors, and child trafficking victims in need of protection, including 45 Haitian nationals.(27, 57) Nonetheless, civil society organizations are the principal service providers assisting trafficking victims.(13)

Government Policies on the Worst Forms of Child Labor

CONANI is the primary entity responsible for creating policies to protect children from labor exploitation.(58) The Government of the Dominican Republic has a Strategic National Plan to Eradicate the Worst Forms of Child Labor (2006-2016) and an Action Plan for the Eradication of Abuse and Commercial Sexual Exploitation of Boys, Girls, and

Adolescents (2009-2014).(22, 26, 51, 60) The Government also uses its Program to Reinforce the Protection of Street Children (2007-2012) to reduce the risks contributing to children living and working in the streets.(52, 55) Each plan or program includes strategic measures for reducing poverty.(59) An ILO evaluation suggested that additional personnel are needed to implement these national strategies.(60)

The National Program for Decent Work (2008-2011) supported efforts to eliminate the worst forms of child labor.(61, 62) The Government of the Dominican Republic has collaborated with ILO-IPEC to create a Roadmap Towards the Elimination of Child Labor in the Dominican Republic, which plans to eliminate the worst forms of child labor in the country by 2015 and all other types of child labor by 2020.(6, 13, 55) ILO-IPEC estimates that the Dominican Republic is not currently reducing child labor fast enough to meet these goals.(7, 63)

The Government's 10-year Education Plan and 5-year Strategic Plan are coordinated and executed by the Ministry of Education and include child labor provisions. These plans have identified challenges, including inadequate classroom space, insufficient classroom time and inadequate strategies to address the special educational needs of overage children.(14, 64) A short school day prompts some parents to take their children to work rather than leave them unattended.(65) During 2011, the Ministry of Education initiated a pilot program in 21 schools that extends school hours to a full day (8 a.m. to 4 p.m.).(27) Nonetheless, associated school expenses, such as transportation and books, preclude some children from attending school.(12) Deficiencies in the national education system have been identified as contributing to children's engagement in the worst forms of child labor.(63, 68, 69) UNESCO reports that the percentage of children completing primary school has been declining and that the country will not likely meet the Education For All goal of universal primary enrollment by 2015.(69-71)

Both the National Strategy for Development (2010-2030) and the National Anti-Poverty Plan include child labor provisions.(27, 52) The National Plan on Gender Equality (2006-2016) promotes child care for working mothers.(52)

The Dominican Republic and Haiti have worked together under the 2010 Protocol of Action to Protect Vulnerable Haitian Children as a Consequence of the Earthquake, which includes the protection of children from traffickers.(13, 51, 72) During the reporting period, 407 child victims of the earthquake benefited from the Protocol by receiving care, such as shelter, psychological counseling, food and medicine.(13, 26, 51)

Dominican Republic

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

The Government of the Dominican Republic has expanded access to basic education through its Solidarity (*Solidaridad*) Program, coordinated by the Office of the President and supported by the IDB. This includes a conditional cash transfer program that assists the families of poor children ages 4 to 21, an age range that was expanded in January 2011 to include more families.(51, 73, 74) Through the provision of funds for school supplies and food, the program aims to increase the number of students who attend school and to reduce child labor by requiring that child beneficiaries attend school regularly and that parents protect their children from the worst forms of child labor.(13, 51, 70, 73, 74) The Solidarity Program assists over 500,000 families and reaches 76 percent of Dominican homes in extreme poverty.(51, 53, 73, 74) The Government's Social Protection Investment Project, which is supported by The World Bank, is redesigning the conditional cash transfer program to increase its effectiveness and impact. The project also includes a component to promote late birth registration and national identity cards to impoverished Dominicans so that they may access social protection programs.(12, 66). The project plans to reach 170,000 family members and approximately 50,000 children and youth under age 16 by June 2012.(12)

During the reporting period, the Government of the Dominican Republic released statistics on child labor collected as part of the national household survey in order to better understand the country's current child labor situation, including achievements that have been made and additional efforts that are needed.(3)

In November 2011, CONANI and the Ministry of Economy launched a Roundtable for the Coordination of International Cooperation for Children and Adolescents to promote improved coordination among Dominican authorities and international efforts that assist children and adolescents.(27)

The Government of the Dominican Republic participated in a USDOL-funded, 4-year, \$4 million project that closed in February 2011. The project withdrew and prevented 13,109 children from exploitation, primarily in agricultural work and street sales, in addition to commercial sexual exploitation, through the provision of basic and vocational education.(65, 67) The project developed an innovative educational model named Spaces for Growth (*Espacios para Crecer*, EpC), which prevents children from working by keeping them after school in a creative learning environment.(14, 67) The Government committed to expanding the EpC model, but has not yet allocated the resources needed to scale-up and sustain the program.(13, 62, 77)

The Government of the Dominican Republic participates in a 4-year, \$8.4 million regional project funded by the Government of Spain to eradicate child labor in Latin America.(68) SET participates in the Youth Development (*Desarrollo Juvenil*) and the Youth and Employment (*Juventud y Empleo*) Projects supported by The World Bank.(12, 65) These projects work to improve the employability of disadvantaged, at-risk youth through training and internship opportunities that promote entrepreneurial and job-related skills.(11, 13, 67)

The Dominican Republic's Agricultural Bank includes a clause in its loan agreements that prohibits borrowers from using child labor and requires them to send children to school.(27, 52) In January 2012, child labor violations found by labor inspectors in the tomato sector resulted in sanctions against those producers for not complying with the loan agreements.(27) The Office of the First Lady coordinates the Making Progress program (*Programa Progresando*), which raises awareness on trafficking and offers opportunities for income generation to the parents of children at risk for commercial sexual exploitation and trafficking.(52, 69) The program also encourages parents to keep children in school and out of hazardous work.(58) Despite these efforts, current programs do not appear to be sufficient to adequately address the extent of the worst forms of child labor and trafficking in the Dominican Republic, particularly the commercial sexual exploitation of children and the labor exploitation of children of Haitian descent.(13)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Increase the minimum age for night work to 18.	2010, 2011
	Modify the legal framework to allow all children to obtain high school diplomas and have improved opportunities in the job market.	2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Publish statistics on penalties, prosecutions and convictions for child labor violations.	2009, 2010, 2011
Policies	Consider allocating additional personnel to support national and sectoral plans to combat the worst forms of child labor.	2009, 2010, 2011
	Add classroom space and increase the amount of time that students are in school, so that parents need not take children to work.	2010, 2011
	Assess the pilot program for extended school hours and scale-up if effective.	2011
	Take steps to reverse the decline in the percentage of students completing primary education.	2011
	Take measures to protect all children without birth certificates from exploitation.	2009, 2010, 2011
Social Programs	Further expand the Solidarity Program to reach more impoverished families that rely on child labor.	2010, 2011
	Extend programs to eliminate child labor, such as the EpC program, to more sectors and additional regions, including to tourist regions where commercial sexual exploitation is prevalent.	2009, 2011
	Increase awareness-raising and other strategies to reduce trafficking and the demand for child sex tourism.	2009, 2010, 2011

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Dominican Republic

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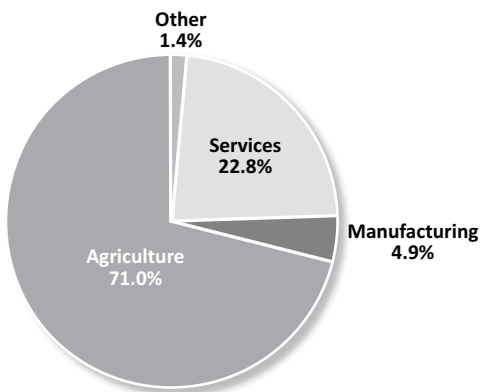
Ecuador

In 2011, Ecuador made a moderate advancement in efforts to eliminate the worst forms of child labor. In 2011, the Government adopted the Organic Intercultural Education Law, which increases the number of classroom hours children must be in school. It also increased the number of labor inspectors and conducted inspections for child labor in landfills. The Government and international organizations have reported that child labor has been effectively eliminated in landfills, although the Government has indicated that local governments need to continue monitoring landfills to ensure that children do not return to work there. The Government has also systematically documented those efforts so they can be replicated in other sectors. The worst forms of child labor persist in street work and in some agricultural activities.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	5.4 (155,352)
Attending School	5-14 yrs.	94.9
Combining Work and School	7-14 yrs.	4.7
Primary Completion Rate		105.5

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENEMDU Survey, 2009.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Ecuador, particularly indigenous and Afro-descendant children, are engaged in the worst forms of child



labor(3), including in dangerous forms of agriculture and street work.(4, 5) Children perform hazardous work in the production of bananas and flowers, fishing, raising livestock and animal slaughter, although reportedly child labor in the flower industry has been decreasing.(5-10) Evidence from Ecuador indicates that children who work in agriculture use dangerous machinery, tools and pesticides; carry heavy loads; and work long hours.(5-7)

Children also work as domestic servants.(4, 5, 11) There is evidence that children in this sector in Ecuador often work long hours; are isolated; and are vulnerable to physical abuse, sexual harassment and forced labor.(5, 6, 8)

Children also work in dangerous activities in the brick industry and informal small-scale mining, including in the production of gold. They are vulnerable to harsh temperatures and injuries, and they may work long hours. (6, 9) Indigenous children start working outside their communities with parental consent at age 12 and engage in exploitative labor, including in construction.(5, 10-12)

In urban areas, children work on the streets, shining shoes, collecting and recycling garbage, and selling newspapers and candies.(5, 8, 13) Children are subject to forced begging.(13-15) Children working on the streets may be exposed to multiple dangers including severe weather, criminal elements and traffic accidents. During the reporting period, a few children were found working in landfills, which points to the need to continue the efforts to keep children out of landfills, where they are exposed to toxic substances and the risk of physical injuries as well as respiratory, skin and stomach diseases.(5, 6, 16-21)

Children are engaged in commercial sexual exploitation and trafficking.(8, 22, 23) They are involved in sex tourism in urban and tourist areas. Children are also trafficked from rural areas to urban centers for commercial sexual exploitation and other forced labor.(24) They are trafficked to Colombia, Venezuela, the Dominican Republic and Chile for the purpose of labor exploitation in domestic service, street vending and begging.(23, 24) Girls from Colombia and Peru

are trafficked to Ecuador for labor and commercial sexual exploitation.(18, 27-29)

Although evidence is limited, Ecuadorian children reportedly are involved in coca cultivation along the border with Colombia, and they are being recruited by Colombian non-state armed groups.(25-27) There are also reports of the worst forms of child labor in the production of pornography, palm oil and timber in Ecuador.(5-7, 9)

Laws and Regulations on the Worst Forms of Child Labor

The Constitution of Ecuador sets the minimum age for work at 15.(28) It also sets the minimum age for hazardous work at 18.(28-30) Resolution No. 016 of 2008 prohibits children under age 18 from work in 93 economic activities, including livestock raising, fishing, extraction of salt, the textile industry, logging, quarrying and domestic service, and various agricultural activities, such as applying fertilizer or clearing land.(29) The Code for Children and Adolescents establishes sanctions for violations of child labor laws, including monetary fines and the closing of establishments.(30) The Labor Code authorizes labor inspectors to conduct inspections at workplaces including factories, workshops, workers' homes or any other establishments when they consider it appropriate or when employers or workers request an inspection.(31) In addition, under an agreement between the Ministry of Labor Relations (MRL) and the Ministry of Mines and Energy, labor inspectors can enforce child labor laws in mining activities and impose sanctions for violations.(9)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Constitution prohibits forced labor, human trafficking and any form of exploitation, including the use of children for illicit activities.(28) Provincial and municipal governments have established anti-trafficking ordinances and action plans.(32, 33) The Penal Code penalizes commercial sexual exploitation of children, pornography and trafficking.(34) The Code for Children and Adolescents prohibits the recruitment of children for armed conflict.(30) There is no compulsory military service in Ecuador, and the age for voluntary military service is 18.(9, 28) However, it is not clear whether Ecuador has established specific penalties for the recruitment of children for armed conflict or illicit activities.

The Constitution establishes free and compulsory education through age ninth grade, which is approximately age 15.(8, 9, 28, 35) On March 31, 2011, the new Organic Intercultural Education Law was officially published.(36) The Law requires children to spend more time in class, which is likely to correlate to less time spent working.(36)

Institutional Mechanisms for Coordination and Enforcement

The Interagency Committee for the Elimination and Prevention of Child Labor coordinates efforts to combat child labor in Ecuador.(9, 37) It is led by the MRL and includes the National Institute of Children and Families (INFA) at the Ministry of Economic and Social Inclusion; the National Council for Children and Adolescents (CNNA), and the Ministries of Education, Tourism, and Mines and Energy; as well as the National Police's Specialized Department for Children and Adolescents (DINAPEN) and provincial and municipal governments.(9, 35, 37)

The MRL monitors child labor, conducts labor inspections at work sites and enforces child labor laws. In 2011, the MRL employed 250 people in the inspection unit, of whom approximately 150 conducted inspections, an increase from 131 labor inspectors in 2010.(38) During the reporting period, labor inspectors conducted approximately 26,000 inspections for all types of labor violations, but there is no information on how many of these inspections pertained to child labor.(38) In 2011, the MRL implemented a new system to collect fines.(38) The number of fines for labor violations issued increased threefold to more than 3,000 in 2011, although there is no information on how many of those violations were related to child labor.(38) The MRL provided training to all labor inspectors on inspection topics that included child labor.(38) Nonetheless, the ILO Committee of Experts has stated that the labor inspectorate needs more material resources to adequately enforce labor laws.(39)

The Attorney General's Office (AGO), the Ministry of Justice (MJ) and DINAPEN enforce criminal laws against child labor, commercial sexual exploitation and trafficking. (9, 37) DINAPEN has 534 police officers who carry out operations to combat child sexual exploitation, sex tourism and trafficking. (38) From January through July 2011, DINAPEN investigated 3 child sexual exploitation cases, including 1 child pornography case, and removed 66 children from labor exploitation. (38) The Government of Ecuador provides protection to the working children and adolescents found during inspections. (40) A new Anti-Trafficking Unit of the National Police works with child trafficking victims and rescued eight adolescents ages 14 to 17 between July and December of 2011. (38)

During the reporting period, the MJ, DINAPEN and the Anti-Trafficking Unit trained law enforcement officials on commercial sexual exploitation and human trafficking. (38)

Government Policies on the Worst Forms of Child Labor

The 2005-2013 National Plan for the Progressive Elimination of Child Labor (PETI) is the main policy instrument to combat child labor. It seeks to mainstream child labor into social programs and coordinate efforts among Government, private sector and civil society actors. (41) The National Plan to Combat Human Trafficking, Sexual and Labor Exploitation and other Forms of Exploitation guides the efforts to prevent, investigate, protect, sanction and restore the rights of victims of human trafficking, commercial sexual exploitation and other forms of abuse. (42)

The Government has incorporated child labor into its 2009-2013 National Plan for Well-Being and the 10-year National Plan for the Comprehensive Protection of Children and Adolescents. (43, 44) The National Plan for Well-Being seeks to improve living conditions and to promote social inclusion and decent work. (43) The 10-year National Plan of Action for the Comprehensive Protection of Children and Adolescents seeks to protect the rights of children and adolescents; it includes 29 focus areas, including child labor. (44) The Social Agenda for Children and Adolescents ensures that the rights of children are protected and that they do not perform hazardous labor. (45)

The Government of Ecuador and other MERCOSUR countries are carrying out the Southern Child (Niñ@ Sur) Initiative to defend the rights of children and adolescents in the region. The Initiative includes public campaigns against commercial sexual exploitation, trafficking and child labor; mutual technical

assistance in raising domestic legal frameworks to international standards on those issues; and the exchange of best practices related to victim protection and assistance. (49-51) During the reporting period, MERCOSUR member-countries met to discuss violence against children, child trafficking and commercial sexual exploitation of children. (46)

The Government of Ecuador leads the Joint Regional Group for the Americas. (47, 48) The Joint Regional Group, whose other members include Argentina, Bolivia, Brazil, Chile, Colombia, Peru, Suriname, Uruguay and Venezuela, conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. (47) The Joint Group met in April 2011 in Quito to discuss efforts and advances in combating child sex tourism. (49)

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

As part of the implementation of PETI, the Government of Ecuador carries out programs to combat child labor in landfills and in begging. As of May 2011, the National Program for the Eradication of Child Labor in Landfills had rescued more than 2,160 children and adolescents from such work and provided them with access to education, recreation and health services. (6, 8, 41, 43, 55). In May 2011, the MRL conducted inspections nationwide to ensure that children were not working in landfills. (50) The Government and international organizations have reported that child labor has been effectively eliminated in landfills. As a result, the Government pledged to continue working toward eliminating child labor throughout the country. (8, 19, 21, 35, 36, 40, 50, 51) In the event children or adolescents are found working in a landfill, the Government has established a protocol to remove and assist them. (35, 40) Nonetheless, the Government has indicated that local governments need to continue monitoring landfills to ensure that the removed children do not return to work there. (6, 9, 35, 52) The Interagency Committee on Child Labor systematically documented the elimination of child labor in garbage dumps and developed guidelines so that the strategy could be replicated in other activities in which children work. (19, 36, 38, 50) The Government has identified five priority areas from which to eliminate child labor—flower farms, construction, bus terminals, markets and slaughterhouses. (38)

The Government's program, "Ecuador Without Child Labor," seeks to increase the efforts to eradicate child labor by improving data collection, strengthening labor inspections

and carrying out awareness-raising activities. (53, 54) MRL has an agreement with 150 municipalities to combat child labor. It also supports a program to improve the labor rights of domestic workers. (55) Various government agencies work with the private sector and other actors to address child labor in brick-making, fishing, street work, and in markets. (43, 58) Additionally, on June 9, 2011, the Government signed an agreement with the agriculture, flower, livestock and construction sectors to coordinate actions and promote joint programs for the elimination of child labor in those sectors. (36, 40)

The Government implements a national program to combat child begging, which includes a hotline to report cases of begging and awareness-raising campaigns in communities that receive and send child beggars. (38, 55, 56) The Government reported a reduction in the number of children begging over the holiday season, from 6,684 in 2010 to 2,171 in 2011. (38)

As part of the implementation of the National Plan to Combat Human Trafficking and Exploitation, the Government and the National Institute for Childhood and Family (INFA) assist children who are engaged in child labor or who are victims of trafficking and commercial sexual exploitation. INFA works closely with law enforcement officials to protect children and provide social services to them at 86 INFA centers across the country. (9, 38, 40)

In addition, the Government of Ecuador implements a set of social protection programs to combat poverty and social exclusion. It administers the Human Development Grant, a conditional cash transfer program that supplements household income. It targets vulnerable families, which are required to keep their children under age 15 in school and take them for medical checkups. (57) INFA reported that approximately 16,000 to 18,000 children were beneficiaries of the program in 2011. (38) Research found that this program has helped reduce child labor. Working children whose families receive the Human Development Grant are more likely to stay in school

rather than work, particularly children ages 11 to 15. (58-60) In addition, the Government carries out the School Meals Program, which provides free meals to 1.6 million school children across the country. (38, 61) No assessment of the impact of this Program on reducing the worst forms of child labor has been identified.

The Government has partnered with Telefónica Foundation and other NGOs to combat child labor by raising awareness of child labor among local communities and by providing educational opportunities to children, particularly indigenous children, who work or are at risk of working. (38, 62)

The city of Quito is utilizing an innovative accelerated education curriculum to provide educational services to vulnerable children, including child laborers. Currently, 1,500 children are participating. (24) The Government of Ecuador also took part in the initiatives to combat child labor funded by Brazil and Spain, and it received technical support from international organizations to combat trafficking in persons. (69-71)

The Government participates in a 4-year, USDOL-funded \$6.75 million regional project to promote collaboration across four countries (Bolivia, Brazil, Ecuador and Paraguay) to combat the worst forms of child labor among the most socially excluded populations, including indigenous and Afro-descendant children. (63, 64) The project, which began in 2009, aims to rescue 6,600 children from the worst forms of child labor through education interventions in the four countries. The project also conducts capacity building of government and civil society organizations, raises awareness and conducts research. (63, 64) In 2011, the project began implementing programs to address child labor among indigenous populations in the Ecuadorian highlands and among Afro-descendants in the province of Esmeraldas. (36)

Despite these efforts, current programs do not appear to be sufficient to address the extent of the worst forms of child labor in Ecuador, particularly in agriculture and street work.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Clarify whether the Ecuadorian legislation has established penalties associated with the recruitment of children for use in armed conflict or illicit activities.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Allocate sufficient material resources to ensure that labor inspectors are able to conduct inspections and enforce child labor laws.	2010, 2011
Social Programs	Support local governments in monitoring child labor in landfills.	2010, 2011
	Apply the successful strategy used to eliminate child labor in garbage dumps to other activities in which children work.	2011
	Expand the Human Development Grant Program to reach more impoverished families who rely on child labor.	2011
	Assess the impact that the school breakfast program may have on reducing child labor.	2011
	Expand child labor programs that target indigenous and Afro-descendant children, particularly in agriculture and street work.	2010, 2011

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Egypt

In 2011, Egypt made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government participated in donor-funded programs to address trafficking and child labor, conducted trainings for government and civil society officials and opened shelters in Cairo for child victims of trafficking and for street children. However, Egypt has not addressed the gaps in the legal and enforcement framework to protect children, especially in agriculture and domestic service and children continue to be engaged in the worst forms of child labor in these sectors.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	6.7 (993,417)
Attending School	6-14 yrs.	88.1
Combining Work and School	7-14 yrs.	6.3
Primary Completion Rate		98.5

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Egypt are engaged in the worst forms of child labor, particularly in dangerous activities in agriculture and domestic service.(2) The majority of working children are in the agriculture sector, many in dangerous activities.(4, 5) Such children may work seasonally or year-round and often rotate between various crops throughout the year. In particular, seasonal child labor is common in cotton fields, where children remove pests and harvest the crops.(6-8) There is limited evidence that children work in harvesting onions and radishes.(6, 7, 9) Children working in agriculture are reported to work long hours in extreme temperatures, may not receive their wages and may be threatened or physically abused by their employers.(6-10) Children's work in agriculture commonly involves using dangerous machinery and tools, spraying hazardous pesticides, inhaling gas fumes or dust, bending for long periods of time or carrying heavy loads.(7-9)

Children are also exploited in domestic service.(11-13) Although reliable data is not available on the number of child domestic workers across Egypt, qualitative studies in Egypt suggest that it is a common practice and has the potential to



expose children to long hours of work, dangerous activities and physical, psychological and sexual exploitation by their employers.(11-14)

Limited evidence suggests that the worst forms of child labor are used in the production of bricks, glass and leather.(13, 15-17) Children are also engaged in dangerous occupations such as fishing, blacksmithing, construction, carpentry, mechanical repair and mining.(4, 15) In addition, limited evidence indicates that children work in limestone quarrying, where they risk serious injury or death from rock cutting machines and respiratory ailments from limestone dust.(18)

Many children work on the streets and are exposed to a variety of hazards that may include severe weather, criminal elements or traffic accidents.(19) Limited reports indicate an increase in the number of children on the streets since the 2011 revolution.(4) Street children are at particular risk of forced begging, prostitution and trafficking for sexual exploitation.(4, 10, 20-25) They survive by peddling on the streets, begging, shoe-shining, collecting garbage and carrying goods for a fee.(15, 17, 20)

Children are victims of commercial sexual exploitation. Child sex tourism exists in Cairo, Alexandria and Luxor.(10) In return for payments, some parents sell girls into temporary "summer" marriages to wealthy foreign men.(10, 20, 22, 25-27)

Egyptian children are trafficked internally, often to urban centers and tourist destinations. Street children are especially vulnerable to internal trafficking for forced begging or

prostitution.(25) Internal child trafficking also occurs for domestic service, agricultural labor, temporary marriages and sex tourism.(10, 12, 20, 22, 23)

Laws and Regulations on the Worst Forms of Child Labor

The Child Law sets the minimum age for regular employment at 15, and at 12 for seasonal employment.(21, 28, 29) The Labor Law allows children as young as age 12 to work as apprentices.(30, 31) It protects working children by limiting working hours and mandating shift breaks. However, the law explicitly excludes domestic work, work in family businesses, and children working in agriculture from legal restrictions and protections, including minimum age and limited work hours.(9, 11, 14, 21, 22, 30, 32)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Children under age 18 are barred from 44 specific hazardous occupations under the Ministry of Manpower and Migration's (MOMM) Decree 118.(33) These prohibited occupations include working underground in mines and quarries, welding, working in tanneries and lifting heavy objects. However, some dangerous tasks that children perform are missing from this legislation, particularly in the sectors of agriculture and domestic service. For instance, while children are prohibited from preparing or spraying pesticides, they are not prohibited from working in the crops just after pesticides have been applied.(6, 7, 9) Decree 118 also prohibits children under age 16 from work that exposes them to physical, psychological or sexual exploitation, or to chemical, biological or mechanical

dangers, but it does not define these terms.(33) Children between the ages of 16 through 18 are not protected from these forms of danger and exploitation.

The Child Law and Penal Code criminalize some worst forms of child labor, including child trafficking, sexual exploitation and pornography.(23, 28, 29) An amendment to the Civil Status Law sets the minimum age for marriage at 18 to prevent young girls from the sexual exploitation of temporary marriages.(23, 28, 29)

The Law Regarding Combating Human Trafficking criminalizes trafficking and mandates more severe penalties for those convicted of trafficking children than in previous legislation. The Trafficking Law broadly defines trafficking to cover all forms of exploitation, including child prostitution and pornography, begging and forced labor; it recognizes a trafficked person as a victim and requires the Government to provide protection and assistance to victims of trafficking.(23, 34)

Military conscription is mandatory for men in Egypt at age 18, according to the 1980 Military and National Service Act, and upheld in the 2011 Provisional Constitution.(35, 36)

The Child Law provides for compulsory and free education at the primary and preparatory stages.(4, 29) Compulsory education is mandated for a total of 9 years, from approximately ages 6 to 15, depending on when a child starts school.(4) However, in practice, the costs of teacher fees, books, and uniforms are prohibitive for many families; some children, mostly girls, either drop out of school or are not sent to school.(7-9, 21, 37)

In 2011, Egypt's Supreme Council of the Armed Forces (SCAF), the transitional ruling body following President Mubarak's resignation, suspended the Constitution and enacted an amended Constitutional Declaration.(21, 36, 38-40) This Declaration does not include some of the original provisions of the Constitution, including the right to an education.(41) However, the Declaration maintains the validity of Egypt's laws, therefore upholding the education provisions in the Child Law as well as the Labor Law and Penal Code described earlier.(36)

Institutional Mechanisms for Coordination and Enforcement

The MOMM maintains a national committee to coordinate government efforts to combat the worst forms of child labor and to develop a National Action Plan.(14) After the Ministry of State for Family and Population (MSFP) was dissolved following the revolution in 2011, the National Council for

Childhood and Motherhood (NCCM), which was part of the MSFP, became the designated focal point to coordinate the National Protection Program. This Program identifies and monitors children at risk of exploitative labor.(14, 24) Child protection committees are organized at the governorate level, with subcommittees at each police station.(14, 28, 42) The child protection committees have not yet been established in all governorates, and research has not shown that established committees remained active throughout the year or received sufficient training and resources.(40, 43)

The Ministry of Foreign Affairs leads the National Coordinating Committee on Preventing and Combating Human Trafficking, which includes representatives from all relevant Ministries.(44) The Committee, activated in 2010, is responsible for implementing the National Action Plan, aligning national legislation, policies, and programs with international conventions and obligations, collecting data and reporting on the trends and efforts to combat trafficking, and coordinating the efforts of the Government and NGO to combat trafficking in persons.(23, 34, 44, 45) In addition, the NCCM leads the Combating Trafficking in Children Unit which collaborates with the National Coordinating Committee to develop policies and programs and to coordinate activities to combat trafficking of children.(46)

The NCCM established a committee made up of various Ministries, international agencies and civil society organizations to address the issue of child domestic workers.(43) However, information on the activities or achievements of this committee was not available for the reporting period.

The MOMM is responsible for enforcing child labor laws and regulations.(14) Labor inspectors from the MOMM have the authority to inspect businesses, industrial facilities and commercial agricultural enterprises for legal compliance with child labor regulations.(4, 14, 32) Research has not identified the number or outcomes of labor inspections in 2011.

The MOMM operates a child labor monitoring system database and continues to mainstream it at the national level.(47)

The Ministry of the Interior (MOI) and the Public Prosecutor's Office enforce laws and regulations prohibiting trafficking and commercial sexual exploitation of children.(14) The MOI has established a special unit to combat child trafficking.(14) There is no evidence of publicly available data on Government enforcement of trafficking in persons or commercial sexual exploitation of children, particularly concerning the sale of young girls into temporary marriages.

Government Policies on the Worst Forms of Child Labor

The "First National Strategy for the Elimination of Child Labor" aims to identify vulnerable children and remove them from hazardous labor.(14, 42, 47) A tripartite steering committee was established to translate the Strategy into a national action plan.(14, 42, 47) However, due to the political upheavals in 2011, the national action plan has not been finalized, and research did not confirm whether, or to what degree the Strategy was implemented during the year.(24, 42, 47)

The Central Agency for Public Mobilization and Statistics (CAPMAS), the government statistical agency, ILO and the MOMM, conducted a comprehensive survey of child labor in Egypt in 2010.(42, 47) CAPMAS released preliminary results of the prevalence and trends of child labor in Egypt in 2011; however, the completed study has not yet been published.(47)

The National Plan of Action Against Human Trafficking lays out prioritized and coordinated activities from 2011 to 2013, and identifies the relevant Ministries responsible for their execution.(45) In addition, the National Plan of Action for the Prevention of Trafficking in Children 2009-2013 coordinates relevant activities between Ministries and NGOs.(48) Research did not indicate the extent to which these plans were implemented since the revolution, and information is not available on the achievements of the plans.

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

With assistance from USAID and in coordination with the NCCM, the Ministry of Social Solidarity (MOSS) opened a new children's shelter in Cairo for at-risk children, including street children engaged in worst forms of child labor.(24, 49) The shelter provides housing, medical, psychological, legal, and educational services and vocational training for the children.(49) NCCM manages a 24-hour child help hotline and has implemented awareness-raising campaigns against the worst forms of child labor.(22, 23) Local committees to combat child labor, established through the MOMM to implement the National Strategy to Combat Child Labor, withdrew children from the worst forms of child labor and provided them with health and social services.(42) In previous years, the NCCM and the MOMM have implemented pilot projects to withdraw children from exploitative child labor and increase family income; however, research did not confirm whether these programs continued in 2011.(14, 32)

The Government participated in a USDOL-funded \$5.5 million project from 2006 to June 2011 in BeniSuif, Sohag, Assuit and Sharqiya, implemented through WFP, UNICEF and the ILO.(50) The project provided educational and other social services to 12,214 children who were withdrawn from or prevented from entering exploitative labor, primarily in the informal sector.(47) Prior to the reporting period, the Government supported the establishment of 97 community schools and developed an innovative apprenticeship program for older youth to safely learn a craft.(47) In addition to take-home food rations as an incentive for school attendance, the project also provided livelihood support to mothers of child laborers such as linkages to available social services and income-generation training for 2,844 beneficiaries.(47, 50) CAPMAS conducted research on child labor in agriculture as a component of the project.(47, 50) The project also developed a system to monitor child labor and a tracking database, both of which were rolled out nationally under MOMM.(32, 47, 50)

In addition, USDOL funded a \$9.5 million project from 2010 to 2014, also implemented by WFP, UNICEF and the ILO, to provide services to 16,000 children engaged in or at-risk of the worst forms of child labor in agriculture in Upper Egypt and the Delta region.(40, 51) Children receive access to education and apprenticeship opportunities and their households receive livelihood support to address the root causes of child labor. Because of the political transition, the Government's participation in the program was limited during the reporting period.(40, 52)

While these programs serve an important demonstration effect, they are not sufficient to meet the needs of the large number of children engaged in the worst forms of child labor across Egypt, especially those working in agriculture and domestic service.

The National Plan of Action Against Human Trafficking includes multiple programs which are implemented by Government agencies and international organizations.(45) The National Center for Social and Criminological Research conducted a study on the trends of human trafficking in Egypt.(22, 23, 45) The Government, through the NCCM, the MOI and MOSS, and with UNICEF and IOM, is supporting programs to provide services to street children in urban areas and other children at-risk of trafficking.(20, 22, 45) The NCCM's anti-trafficking unit is mandated to increase

awareness about trafficking in Egypt, and to provide services to victims of forced labor and trafficking, including children.(45) The Social Fund for Development provides livelihood services to vulnerable families.(45) The Government operates shelters for victims of trafficking, including children.(49)

During the reporting period, the Ministry of Health, with the IOM, established a care center for trafficking victims in Cairo, and the NCCM established a 12-bed shelter for women and children trafficking victims.(20, 22, 49) In addition, with the IOM, the Government provided training to 1,500 government and NGO officials on trafficking issues such as forced child labor and forced child prostitution, including temporary summer marriages.(49) However, these programs do not appear to be sufficient to curb the problem of the sexual exploitation of girls, especially through the practice of temporary marriages.

The Government of Egypt is implementing social, educational and poverty reduction programs. Through the Education Strategic Plan 2007-2012 School Improvement Program, the Ministry of Education is improving access to education by establishing rural community schools, improving learning environments, reducing violence, eliminating corporal punishment in the classroom and establishing standards for teachers.(47)

To alleviate poverty, the Government implements the Thousand Villages livelihoods program targeting the poorest villages across Egypt.(47, 53) The first phase, ending in 2011, included development projects in 152 of the villages targeting basic education, adult literacy, job creation, sanitation and health services.(53) Research did not indicate whether the program was renewed during the 2011 political transitions.

The Government provides substantial food subsidies to citizens, including sugar, rice, oil and wheat. Up to 70 percent of the population benefits from subsidized fortified wheat bread through a program with WFP.(47, 54, 55) The Government provides other social protection programs, including a conditional cash transfer to provide cash incentives for mothers to ensure that children receive necessary medical care and attend school.(56)

The question of whether each of these programs has had an impact on the reduction of child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish legal restrictions and protections such as a minimum age of work and limited working hours for children involved in family businesses, domestic service and agriculture.	2009, 2010, 2011
	Amend Decree 118 to prohibit all children under age 18 from involvement in work activities that expose them to physical, psychological or sexual exploitation, or to physical, chemical, biological or mechanical dangers; expand the current list of 44 hazardous occupations to include specific dangerous tasks in agriculture and other sectors for which there is evidence of worst forms of child labor.	2009, 2010, 2011
	Ensure that all children have access to free education.	2010, 2011
Coordination and Enforcement	Ensure that critical coordination and enforcement mechanisms to protect against child labor continue to operate throughout the ongoing government transition.	2011
	Establish child protection committees in all governorates, and ensure that they receive training and resources.	2011
	Make enforcement data on child labor violations publicly available.	2010, 2011
	Ensure that data on Government enforcement of trafficking in persons and commercial sexual exploitation of children, particularly related to investigations of children sold into temporary marriages, are made publicly available.	2011
Policies	Prioritize the objectives of the First National Strategy for the Elimination of Child Labor, including convening the steering committee to finalize, publish and implement the national action plan to eliminate child labor.	2010, 2011
	Publish and distribute the results of the CAPMAS national survey on child labor.	2010, 2011
	Publish information on the activities and achievements of the National Plan of Action Against Human Trafficking and the National Plan of Action for the Prevention of Trafficking in Children.	2011
Social Programs	Develop or expand programs addressing the worst forms of child labor, with a special focus on children involved in agriculture and domestic service.	2009, 2010, 2011
	Expand programs to prevent and protect girls from sexual exploitation, including those exploited through temporary marriages.	2010, 2011
	Assess the impact that existing social, education and poverty reduction programs may have on child labor in the interest of expanding effective programs to further reduce the worst forms of child labor.	2010, 2011

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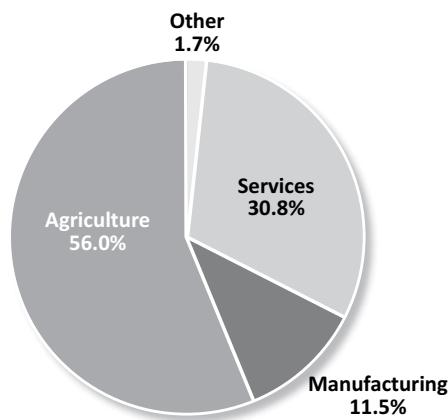
In 2011, El Salvador made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established a list of the worst forms of child labor and continued to implement the Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms. It provided uniforms, scholarships, textbooks and meals to more than 1.3 million school children as part of its “Let’s Go to School” Program. The Government also piloted the full-time school model in 22 schools to expand the school week from 25 to 40 hours. However, fines for violations of child labor laws remain insufficient to act as a deterrent. Children continue to be engaged in the worst forms of child labor, particularly in hazardous activities in agriculture and domestic service.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	6.1 (85,492)
Attending School	5-14 yrs.	89.5
Combining Work and School	7-14 yrs.	5.8
Primary Completion Rate		96.1

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children’s Work Project’s analysis of statistics from EHPM Survey, 2009.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in El Salvador, including in hazardous activities in agriculture and

domestic service.(3) According to the 2010 School Registration Census, 9,983 children in El Salvador harvest sugarcane and coffee.(4) Children who work in these sectors are exposed to the elements, toxic substances, long work days, and injuries from machetes and sharp knives.(4-6) These children cut, plant and pick crops, and they carry heavy loads. The census also estimates that 2,400 children are involved in fishing.(4-6) Reportedly, children fish for *morralla* (small fish) and lobster, collect shellfish and harvest oysters and freshwater snails.(7, 8) These children are exposed to polluted water, insects, skin diseases and physical injuries and work up to 13 hours per day, sometimes at night.(7) Children who dive to harvest oysters and shellfish do not use oxygen tanks, placing them at greater risk of drowning.(7)

Children also perform dangerous labor in urban areas. According to the 2010 School Registration Census, more than 500 children work in fireworks production and garbage scavenging.(4, 8, 9) Children making fireworks are at risk of dismemberment and burns, while children who scavenge are exposed to gastrointestinal diseases, insect bites, physical abuse and medical waste.(8-12) The same census found that 19,986 children are engaged in street work and domestic service.(4, 8) It has been reported by a media outlet in El Salvador that children who work as street vendors are susceptible to sexual abuse and may be involved in traffic accidents.(13) According to a 2010 study published by the Central America Integration System, 15 percent of domestic workers started working in El Salvador before age 15. Domestic workers reported that they are sometimes denied full payment of wages and time off, and in some cases they have been physically abused by their employers.(14)

Children are engaged in commercial sexual exploitation and pornography. They are trafficked internally and internationally, some for the purpose of commercial sexual exploitation, with girls from poor communities ages 12 to 18 at greatest risk.(15-17)

El Salvador

Children are also recruited into gangs to perform illicit activities related to the arms and drug trades. There are reports that these children are recruited into gang activity while at school.(18-20)

Laws and Regulations on the Worst Forms of Child Labor

Although the Government of El Salvador approved the Law for the Protection of Children and Adolescents (LEPINA) in 2009, it began to be fully implemented in January 2011. LEPINA establishes a comprehensive legal framework for the protection of children's rights, including protection from child labor and trafficking.(21-23)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	16
	Free Public Education	Yes

The Labor Code and the Constitution set the minimum age for work at 14 and the minimum age for hazardous work at 18.(24, 25) LEPINA establishes the minimum age for domestic service at 16.(21)

The Labor Code specifies fines of less than \$60 per violation of labor legislation, including child labor laws, a penalty the ILO deems to be insufficient to act as a deterrent.(26)

In July 2011, the Government of El Salvador established a list of hazardous work prohibited for children. It includes specific activities in 29 occupational categories such as agriculture, fishing, construction, mining and manufacturing. It bans children younger than age 16 from making construction materials such as bricks, cement, tiles and tubes.(27) The list

also authorizes adolescents older than age 16 to perform non-hazardous activities related to coffee and sugar production and artisanal fishing, as long as they receive occupational safety and health training and their rights are protected.(27)

El Salvador's Penal Code prohibits the commercial sexual exploitation of children, including child pornography, human trafficking and forced labor.(28) It also penalizes the recruitment of children into illegal armed groups and the use of children for illicit activities. The Constitution sets the minimum age for compulsory military service at 18.(25)

The Constitution establishes compulsory education through ninth grade, which is approximately until the age of 16, and free education through high school.(25) However, children's access to education is hampered by the cost of school materials and long distances to school. In some cases, girls do not attend school because they have childcare responsibilities while their mothers go to work.(25, 29) Schoolchildren are also affected by gang-related violence and gang recruitment in schools, both of which hamper school attendance. Between January and July 2011, 98 school children were killed as result of gang violence.(30)

Institutional Mechanisms for Coordination and Enforcement

The National Committee for Children and Adolescents (CONNA) coordinates the implementation of LEPINA and develops policies for the protection of the rights of children.(21, 31) The National Committee for the Eradication of the Worst Forms of Child Labor coordinates efforts to combat child labor and is chaired by the Ministry of Labor and Social Welfare (MTPS). Twelve government agencies are part of this committee, along with representatives from labor union organizations, the private sector and NGOs.(32, 33) The National Roundtable to Combat the Commercial Sexual Exploitation of Children coordinates efforts to address child sexual exploitation. It includes the Attorney General's Office (AGO), the National Civilian Police (PNC) and the Legislative Assembly.(33) In 2011, the Government of El Salvador established the National Council against Human Trafficking to direct efforts to combat trafficking in persons. It is led by the Ministry of Justice and Public Safety and includes five other government agencies.(34)

The MTPS, the AGO and the PNC investigate cases of child labor. The MTPS has a unit that monitors child labor, carries out awareness-raising campaigns, trains labor inspectors on child labor issues and provides information

to the labor inspections unit, which subsequently carries out investigations.(35, 36) It has 208 labor inspectors, who cover all types of labor violations, including child labor. The Government allocated \$1.6 million to labor inspections in 2011.(32, 35) However, in 2010 the MTPS acknowledged that it does not have adequate resources to fully enforce labor laws.(35)

A 2009 ILO report on labor inspections in El Salvador states that the inspection process can entail multiple visits and requires the Ministry of Economy and the AGO to issue fines rather than enabling the MTPS inspectors to do so. As a result, violations leading to penalties can take up to 6 months to settle.(26)

During the reporting period, the MTPS performed 17,042 labor inspections, including 276 inspections on sugarcane plantations, 247 inspections on coffee farms and 7 in fireworks production. As a result, labor inspectors found 87 children engaged in labor and removed 7 of them.(32, 37) No fines were imposed in these cases.(32) However, there is no information available about the majority of these inspections or why MTPS did not impose fines.

The AGO and the PNC enforce laws against the worst forms of child labor and have special units to investigate cases of commercial sexual exploitation and human trafficking, including child trafficking.(32, 38) The PNC coordinates an emergency hotline that receives complaints about commercial sexual exploitation and human trafficking, and the Salvadoran National Institute for the Full Development of Children (ISNA) assists victims of child commercial exploitation and trafficking.(38-40) In 2011, ISNA reported 24 cases of child sexual exploitation. However, there is no information about how many of these cases were investigated or prosecuted. During the reporting period, AGO investigated 76 cases of human trafficking, identified 26 victims, including a girl, arrested two suspects and convicted nine individuals.(32) In addition, the Government conducted human trafficking investigations in cooperation with INTERPOL and the Governments of Costa Rica, the Dominican Republic, Ecuador, Guatemala, Mexico, Nicaragua and the United States.(41)

In 2010, the UN Committee on the Rights of the Child reported that law enforcement officials do not receive adequate training and resources to combat the commercial sexual exploitation of children, including child pornography.(42) In 2011, the UN Special *Rapporteur* on the sale of children, child prostitution and child pornography pointed out that lack of

evidence is one of the major obstacles to investigating cases of child pornography in El Salvador. Evidence that could be used by investigators is limited because Internet service providers, cell phone operators and search engines are not required to keep information for a sufficient period of time to allow its use in investigations.(43)

El Salvador monitors child labor through its National Household Survey, the Ministry of Education's School Registration Census and the Ministry of Health's health cards.(44) However, the Government has not yet conducted in-depth research on hard-to-reach populations, such as children involved in commercial sexual exploitation or illicit activities.(45)

Government Policies on the Worst Forms of Child Labor

The Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms (Roadmap) is the main policy framework to eliminate the worst forms of child labor. Its goal is to eliminate the worst forms of child labor by 2015 and all child labor by 2020.(46) During the reporting period, the Government also released the results of the 2010 School Registration Census, which shows a reduction of 30 percent in the number of children who simultaneously work and go to school—from 132,823 in 2009 to 91,309 in 2010.(4)

The National Policy to Combat Human Trafficking (2008-2012) and the Strategic Plan to Combat Human Trafficking (2008-2012) guide El Salvador's anti-trafficking efforts, including combating the trafficking of children.(47, 48) The Government of El Salvador has included child labor in its National Decent Work Plan and Policies for Inclusive Education and Early Childhood Education.(49-51) The 5-Year Development Plan (2010-2014) seeks to promote economic and social growth by providing integrated services to vulnerable populations, expanding coverage of basic services and preventing violence.(52)

In 2011, the Government began to implement the National Youth Policy (2010-2024), which outlines El Salvador's strategy to provide integrated social services to youth. One of its goals is to provide vocational training and create 50,000 temporary jobs for youth.(53, 54) In January 2012, the National Assembly officially approved the General Youth Law to guarantee that the rights of people ages 15 to 24 are respected. This Law establishes the National Institute for Youth to coordinate government, civil society organizations and international donors' efforts to implement the National Youth Policy.(55)

During the reporting period, the Government of El Salvador hosted the XVII Inter-American Conference of Ministers of Labor of the Organization of American States, which included child labor as one of the main issues for discussion. In November 2011, the Governments of El Salvador and the United States signed a Partnership for Growth Agreement to promote broad-based economic growth in El Salvador, with a focus on human capital development and crime prevention, including preventing youth from joining gangs.(56, 57) Under this Agreement, and in line with the National Youth Policy, both Governments will combine efforts to expand social services targeting youth-at-risk, including job training, entrepreneurship and school-based activities.(58)

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

In 2011, the Government raised awareness of child labor, including child commercial sexual exploitation and trafficking.(32, 40, 41, 59) The Salvadoran Institute for the Full Development of Children and Adolescents (ISNA) provided social services to child laborers, including street children and children who were victims of commercial sexual exploitation and human trafficking. ISNA allocated \$500,000 to rescue child laborers.(40, 60)

Since December 2011, the Government has participated in a 4-year, \$14 million, USDOL-funded project to combat child labor in El Salvador. This initiative provides educational services to 13,000 children who work or are at risk of working, while offering livelihood alternatives for 6,500 households.(29, 61) The project links to and builds upon El Salvador's social protection programs. During the reporting period, the project provided technical support in the implementation of the Roadmap; it also helped ISNA develop a protocol to assist child victims of the worst forms of child labor.(29, 30)

During the reporting period, the Government of El Salvador participated in multiple regional projects to eradicate child labor in Latin America, funded by the Government of Spain.(62) It continued to partner with the Telefónica and Maquilishuatl Foundations, Plan International and ILO to combat child labor in markets and street vending in the province of La Libertad. In June 2011, this initiative carried out an awareness-raising campaign in the province.(32, 63)

To combat poverty, the Government of El Salvador continues to operate social programs, including Solidarity Communities, a conditional cash-transfer program that supplements household income and provides basic social services to vulnerable families in the poorest municipalities.(46, 52, 64) More than 100,000 families have benefited from the program, and 98 percent of children ages 7 to 12 years, whose families participate in the program, are enrolled in school.(65) The Government carries out programs that provide individual temporary income support and vocational training to youth and female heads of households.(66)

El Salvador implements the "Let's Go to School" Program to improve access to and quality of education. In 2011, it provided uniforms, scholarships, textbooks and meals to more than 1.3 million schoolchildren; it also piloted the full-time school model in 22 schools, an educational model that expands the school week from 25 to 40 hours and incorporates academic and extra-curricular activities.(67-69) In 2012, the Government will expand the full-time school model to 60 schools. In November 2011, the World Bank approved a \$60 million loan to support the Let's Go to School Program that will improve 421 schools and benefit more than 41,000 secondary students in 29 municipalities.(69, 70) It is too early to assess the impact of the Solidarity Communities and Let's Go to School Programs on the worst forms of child labor.

To address gang-related violence in schools, the Government developed the School Prevention and Security Plan to ensure that school children attend school safely and to facilitate collaboration among the Ministries of Education and Justice, the National Police and schools on this issue.(71, 72)

During the reporting period, the Government of El Salvador received technical support from IOM and UNODC to combat human trafficking. It began to participate in a regional Central America project to combat trafficking in persons, funded by the Government of Canada.(73-75) In El Salvador, the project will strengthen existing anti-trafficking legislation.(73) El Salvador also received support from USAID to reduce gang violence, including the recruitment of children by gangs; in November 2011, seven Salvadoran municipalities partnered with the National Social Investment Fund for Local Development and USAID to carry out this initiative, offering educational and job opportunities for 500 youth.(76-78)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Increase fines for violations of labor laws, including child labor.	2009, 2010, 2011
Coordination and Enforcement	Provide adequate funding to the MTPS to fully enforce labor laws.	2010, 2011
	Systematically maintain and make publicly available data on child labor inspections, investigations, the number of children rescued, social services offered and sanctions for violations.	2009, 2010, 2011
	Strengthen enforcement of child labor and other laws by— <ul style="list-style-type: none"> Streamlining the labor inspection process and the issuance of fines. Training and providing sufficient resources to law enforcement officers to combat commercial sexual exploitation of children. 	2009, 2010, 2011
	Establish a code of conduct for Internet service providers, cell phone operators and search engines to combat child pornography by reporting cases, blocking sites and retaining information for investigations.	2009, 2010, 2011
Social Programs	Carry out research on child labor and conduct studies on children involved in commercial sexual exploitation, domestic service and illicit activities.	2009, 2010, 2011
	Continue improving children's access to education by— <ul style="list-style-type: none"> Expanding childcare centers for working mothers to allow girls to go to school. Ensuring that schoolchildren are safe in schools. 	2011

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Equatorial Guinea

In 2011, Equatorial Guinea made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government engaged in anti-trafficking training to enable its police force to better identify and provide services to victims. Despite these efforts, Equatorial Guinea lacks legislation to protect all children under age 18 from engagement in hazardous work, pornography and illicit activities. Additionally, the minimum age for compulsory education is lower than the minimum age for employment, leaving children age 13 particularly vulnerable to the worst forms of child labor, as they are no longer required to attend school but are not legally able to work. Further, the Government has not established a coordinating mechanism to combat all the worst forms of child labor, nor does it implement social programs to target the country's problems of child labor in street work, domestic service and prostitution. Children in Equatorial Guinea continue to engage in the worst forms of child labor, including in street work and domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		52.4

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Equatorial Guinea are engaged in the worst forms of child labor, including street work and domestic service.(3-6) Some children working on the streets transport water and wash cars. They also sell food, water and clothes as ambulatory vendors and in markets.(3-7) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(8)

Children are also employed in domestic work, some under forced conditions.(3, 4, 9, 10) Some evidence suggests that children in domestic service in Equatorial Guinea may be physically and psychologically abused by their employers.(4)



Although evidence is limited, some children are reportedly involved in prostitution, specifically girls working in urban centers such as Malabo and Bata.(4, 7, 9, 11)

Children are trafficked from neighboring countries for domestic servitude and street work. Trafficked children work as vendors in local markets and on streets in urban areas.(10, 12, 13) There is limited evidence indicating that children may also be trafficked to Equatorial Guinea for commercial sexual exploitation.(13) A limited number of children are trafficked internally, brought from rural areas to urban centers to work in domestic labor and local businesses.(14)

Laws and Regulations on the Worst Forms of Child Labor

The General Labor Code sets the minimum age for employment at 14. Children younger than age 16 are prohibited from employment in conditions that may endanger their health, security or morals.(15) Ministerial Order 4/2005 bans all children younger than age 17 from being on the streets after 11 p.m. and from specific forms of child labor. The Order also forbids parents and tutors from exploiting children for labor, such as street vending, car washing or work in bars and restaurants.(16) While the above protections exist, the laws do not cover children ages 16 and older with regard to hazardous work. Furthermore, the Government has not developed a list of hazardous occupations prohibited for children younger than age 18.(9)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	16
	Compulsory Education Age	12
	Free Public Education	Yes

Forced labor is forbidden by the General Labor Ordinances. The law states that the freedom of labor shall be subject to no restrictions other than “normal civic obligations and minor communal services.”(15) The specific language of the law has been the subject of comments from the ILO Committee of Experts, since normal obligations and minor services are not distinctly enumerated in the relevant legislation.(17)

Law 1/2004, or the Law on the Smuggling of Migrants and Trafficking in Persons, prohibits trafficking in persons and criminalizes parental child abuse and illegally engaging children in work. The Law defines parental child abuse as “the use of boys or girls by their relatives for street trading or other jobs during school times or at night.”(14, 18) It also sets penalties, including prison and fines, for those who employ children illegally, regardless of whether employers are family members or not.(14, 18)

Research suggests that Equatorial Guinean law does not address the use or procurement of children for prostitution, pornography or other illicit activities.(6, 9)

The minimum age for military recruitment in Equatorial Guinea is 18.(5, 19)

The General Education Law of 1995 makes primary education free and compulsory for all citizens and residents. Primary education institutions serve children ages 7 to 12.(20) Though education is mandatory until age 12, some rural children do not attend school.(3, 5) Girls are more likely to leave school early due to pregnancy or a need to help in the home.(6)

Further, children age 13 may be particularly vulnerable to the worst forms of child labor, as they are no longer required to attend school but are not legally able to work.

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Equatorial Guinea has a coordinating mechanism to combat the worst forms of child labor.

The Ministry of Labor (MOL) is responsible for enforcing child labor laws in businesses and on construction sites.(3) It employs approximately 100 inspectors who monitor these facilities for labor violations including breaches of minimum age laws.(3, 5) The Ministry of Works and Social Security monitors the streets, market places and small businesses for child labor violations.(5)

During the reporting period, the MOL began tracking labor inspections and collecting and compiling statistics on resulting labor violations, including those related to child labor. However, this information has not yet been made publicly available.(5) Research did not uncover the number of child labor inspections conducted or violations cited during the reporting period. Furthermore, research found no evidence that the Government tracks and publicizes statistics on prosecutions and convictions related to child labor.

The Ministry of National Security is responsible for enforcing criminal laws related to the worst forms of child labor.(3, 5) The Ministry of Justice is responsible for the prosecution and punishment of violators of laws related to the worst forms of child labor.(3, 5) Research did not find any statistics on the number of investigations or prosecutions concerning the worst forms of child labor conducted during the reporting period.

The Inter-institutional Committee to Combat the Illicit Trafficking of Migrants, the Trafficking of Persons and the Exploitation of Children coordinates actions taken and government efforts to address human trafficking.(9, 10) The committee is chaired by the Minister of Justice, Religion and Prisons and includes representatives from the office of the Attorney General and from the Ministries of Health, Interior, National Security and Women’s Affairs.(9, 10, 13) However, research indicates that the Commission did not meet during the reporting period and is no longer active.(13, 21)

The Ministry of Women’s and Social Affairs takes the lead on identification and care of child labor and trafficking victims. The Ministry also provides training to other agencies that work on human trafficking issues.(5)

Equatorial Guinea

Government Policies on the Worst Forms of Child Labor

In 2007, the Government of Equatorial Guinea launched a long-term development plan, Horizonte 2020, to address poverty and direct the country's progress toward reaching the Millennium Development Goals. Among Horizonte 2020's principal goals are the strengthening of economic growth and the promotion of social policy actions and programs. (5, 22) The Government also established a National Plan for Education for All (2002-2015). The policy prioritizes universal basic education, including pre-school and primary school, as well as girl's education.(23) The question of whether Horizonte 2020 and the National Plan for Education for All have an impact on child labor does not appear to have been addressed.

A National Action Plan Against Human Trafficking exists, which aims to educate the public, punish offenders and provide benefits and care to victims.(10) However, key components of the plan have not been implemented.(11, 13)

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

Although the Government has implemented programs to combat trafficking in persons, research found no evidence that the Government of Equatorial Guinea has social programs that

address other worst forms of child labor, including street work, domestic service and commercial sexual exploitation.

During the reporting period, the Government held trainings to professionalize its police force. The sessions included anti-trafficking in persons components, including instruction on how to identify and deal with trafficking victims.(5, 6) However, there is no evidence that the training included components on the worst forms of child labor.

In 2009, the Ministry of Social Affairs' submitted a proposal to the Social Development Fund (SDF) to establish a network of shelters to service women and children, including victims of trafficking. SDF has not yet approved funding for the proposal.(13)

The Government has committed \$100 million toward a 10-year program to improve elementary education. The long-term goals of the program, which is partially funded by private sector partners, include bolstering school attendance and graduation rates.(3) Specific projects have included continuing a partnership with a foreign oil company to renovate schools and reform and update curriculum materials.(6) The question of whether the Government's education programs have an impact on the worst forms of child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Raise the minimum age for all hazardous work to 18.	2010, 2011
	Develop a list of hazardous occupations and activities prohibited for all children younger than age 18.	2010, 2011
	Amend the General Labor Ordinance to define what types of compulsory labor fall under the "normal civic obligations and minor communal services" exception.	2010, 2011
	Enact legislation to protect children younger than age 18 from all worst forms of child labor, including pornography and involvement in illicit activities.	2010, 2011
	Enact legislation to raise the age of compulsory education to equal or exceed the minimum age for employment.	2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat all the worst forms of child labor.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Reactivate the Inter-Institutional Committee to Combat the Illicit Trafficking of Migrants, the Trafficking of Persons and the Exploitation of Children and ensure regular meetings and the fulfillment of its mandate.	2011
	Increase transparency of enforcement efforts by: <ul style="list-style-type: none"> Making information on inspections and labor violations related to child labor publicly available. Tracking and making publicly available information on prosecutions and convictions related to child labor. 	2010, 2011 2009, 2010, 2011
Policies	Assess the impact Horizonte 2020 and the National Plan for Education for All may have on child labor.	2010, 2011
	Fully implement the National Action Plan Against Human Trafficking.	2011
Social Programs	Implement programs that target all relevant worst forms of child labor, particularly street work, domestic service and prostitution.	2009, 2010, 2011
	Approve funding for shelters and services targeted at child trafficking victims.	2011
	Assess the impact that the Government's education programs may have on the worst forms of child labor.	2010, 2011

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Eritrea

In 2011, Eritrea made no advancement in efforts to eliminate the worst forms of child labor. While support for programs to reduce the worst forms of child labor exist, the Government continued to forcibly recruit children in grades 9 to 11 to work for 2 months during the school break for Mahtot—a national program in which children work in various services and agricultural activities. In addition, even though the law prohibits the recruitment of children under age 18 into the armed forces, some children under age 18 continue to be enlisted in the Government's required service program at the Sawa Military Training Camp. Gaps in legislation also continue to exist, including the lack of laws to prohibit trafficking for labor. Children in Eritrea are engaged in the worst forms of child labor, including in dangerous activities in agriculture and domestic service.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		39.8

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Eritrea are engaged in the worst forms of child labor, many in dangerous activities in agriculture and domestic service.(3-8) There is limited evidence that children in rural areas of Eritrea work on farms producing corn, wheat, sorghum and other grains; they also work in fields gathering firewood, hauling water and herding livestock.(3, 5, 7) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(8) Children employed as domestic servants may work long hours and are isolated in private homes, where they are susceptible to physical and sexual abuse.(9)

In urban areas, children transport loads and work on the streets as vendors and car washers.(3, 5, 10) Children also work in garages and workshops making household utensils and furniture, which may require them to use dangerous machinery.(3, 5, 11) In Asmara, some children

engage in commercial sexual exploitation and street begging.(3, 5, 7, 12, 13) Children working on the streets may be vulnerable to severe weather, traffic accidents and crime.(14)

The Government of Eritrea imposes compulsory labor on secondary-level school children. Children in grades nine through eleven are forced to work for 2 months during the school break for Mahtot—a national program in which children are recruited to work in various service and agricultural activities.(3, 5, 15, 16) There is some evidence that these activities include building and maintaining roads, conducting maintenance of school furniture, building canals, terracing, installing power and telephone lines, working as domestic servants, and planting trees and picking cotton.(3, 5, 15-17)

In order to graduate, students are required by the Government to complete their final, 12th year of schooling and military training at the Sawa Military Training Camp in remote Western Eritrea. Some students may be under age 18 while attending Sawa.(3, 5, 7, 18-20) Students who do not attend are not eligible to take their final examinations or to graduate.(3, 5, 6, 20) After 6 months of compulsory military training, national service conscripts—who may be under age 18—are either drafted into the military, deployed to work in gold mines and on agriculture and construction projects, or assigned to a technical college for further training.(5, 7, 15, 21, 22) There is limited evidence indicating that students who avoid military service may be subject to torture and poor treatment.(15, 23)

Children in Eritrea are trafficked for forced labor, including commercial sexual exploitation.(3, 5, 6, 20) In rare instances, children are trafficked to the Middle East to serve as camel jockeys.(24, 25)

In Eritrea, children may enter the workforce at a young age because of the limited number of schools. Children from nomadic communities have difficulty accessing education, as their seasonal movements are incompatible with the formal school calendar.(26, 27)

Laws and Regulations on the Worst Forms of Child Labor

During the reporting period no new laws or regulations were passed related to child labor.(5) The Labor Proclamation sets the minimum age for employment at age 14 and the minimum age for hazardous work at age 18. Under this law, hazardous work includes transporting goods and passengers; heavy lifting; working with toxic chemicals and dangerous machines; digging tunnels; and working underground in mines, quarries and sewers.(5, 28) However, the Labor Proclamation does not require employers to keep a register containing the name, age or date of birth of their employees; it does not include penalties for employers of children in hazardous work or children under the minimum age. Further, the Government does not provide protection for self-employed children or children working without a contract, leaving many children working on the streets, in family businesses and as unprotected child domestics.(5, 28, 29) Children in apprenticeships may engage in hazardous work if supervised by a competent authority.(28) This includes dangerous and health-threatening tasks such as working in mines, quarries and sewers. It is unclear at what age a child may become an apprentice; however, there is limited evidence that the average age of admission is 14.(28, 29)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	No
	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	14
	Free Public Education	Yes

Slavery, servitude and forced labor are prohibited by the Constitution.(30) The Penal Code prohibits and provides penalties for trafficking in persons for sexual exploitation, child rape and child prostitution.(5, 31) No law prohibits trafficking for labor exploitation.(6) Research did not uncover information on whether there are laws regulating the use of children in illicit activities such as drug trafficking.

Children under age 18 are prohibited from recruitment into the armed forces by Proclamation 11/1991.(32) However, in practice, some children under age 18 are conscripted as a result of the Government's required service at the Sawa Military Training Camp.(5, 7, 19)

The National Policy on Education states that children have the right to 8 years of free basic education beginning at age 6. The basic education cycle includes 5 years of primary education (grades one to five) and 3 years of junior secondary education (grades six to eight).(29) Education is compulsory until age 14.(29, 33)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Eritrea has established a coordinating mechanism to combat the worst forms of child labor.(3)

The Ministry of Labor and Human Welfare is the primary federal agency designated to enforce child labor laws, including criminal violations of the worst forms of child labor, such as trafficking. Information was not made available for the reporting period related to the Ministry's funding level or labor inspectors.(3, 5, 20) Information was also unavailable on child labor investigations, prosecutions and convictions.

Government Policies on the Worst Forms of Child Labor

The National Plan of Action on Child Labor and National Program of Action on Children are the primary government mechanisms to combat child labor in Eritrea. These policies prevent child labor and support victims by reintegrating them with families, communities and schools.(3, 5) Addressing exploitive child labor is also a goal of the UN Development Assistance Framework. However, research did not uncover the extent to which these development policies have been implemented or what their impact is on the elimination of the worst forms of child labor.(3, 5, 34)

The Government's compulsory labor and military training requirements for school children may diminish the impact

of Eritrea's policies to combat the worst forms of child labor.(3, 5) The Government did not provide information that demonstrates it collects information on the worst forms of child labor.(3, 5)

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

In 2010, the Government participated in the Regional Program for Eastern Africa (2009-2012) to counter the trafficking of children; it also supported the Eastern African Police Chiefs Co-operation organization, a regional effort to improve its law enforcement capacity to combat human trafficking.(35, 36) It is unclear whether the Government was involved in either of these efforts during the reporting period.(17) However, through the support of the Ministry of Education, 14 new elementary schools were built for the 2011-2012 academic year to target nationals living in remote areas.(37) It is unknown if this is a sufficient number of schools for the given

population. The Government also supported UNICEF's efforts to provide 13,000 out of 21,000 out-of-school children living in the regions of Anseba, Gash Barka, Northern Red Sea and Southern Red Sea with an opportunity to access education through mobile schools and education programs.(38)

During the 2010 reporting period, the Government of Eritrea sponsored numerous youth and worker unions' education outreach programs about anti-trafficking in persons. Other efforts supported to combat the worst forms of child labor included the Government's program to provide shelter to orphans and vulnerable children.(3, 6, 39) There is no evidence the Government continued to support these efforts in 2011. Furthermore, the Government reportedly restricted the work of both national and international NGOs.(5, 7, 17)

Eritrea's social programs are limited in scope and do not protect self-employed children or target areas where the majority of children work, such as agriculture, domestic service and street vending.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Proclamation to require employers to keep a register containing the name and age or date of birth of their employees, and provide penalties for employers of children in hazardous work and children under the legal minimum age.	2010, 2011
	Ensure that self-employed children and children working without a contract are protected from the worst forms of child labor.	2010, 2011
	Establish a minimum age for apprenticeships and prohibit children in supervised vocational training programs from engaging in hazardous work.	2009, 2010, 2011
	Enact legislation to prohibit all forms of trafficking.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Publish data on inspections, criminal investigations, prosecutions and other steps taken to enforce laws.	2009, 2010, 2011
Policies	Implement child labor objectives in national policies and development plans by including budgets, detailed action plans and targets related to the worst forms of child labor.	2009, 2010, 2011
	Cease the forced recruitment of children for purposes of manual labor under the Mahtot program during the school break.	2009, 2010, 2011
	Ensure that children under the age of 18 are not coercively recruited into the national military program.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Conduct a national labor force survey to improve the availability of data on all forms of child labor, including the worst forms.	2009, 2010, 2011
Social Programs	Develop appropriate social protection programs to protect self-employed children and children working in agriculture and domestic service from the worst forms of child labor.	2009, 2010, 2011
	Improve access to education by building more schools and developing alternative educational programs for nomadic communities.	2010, 2011

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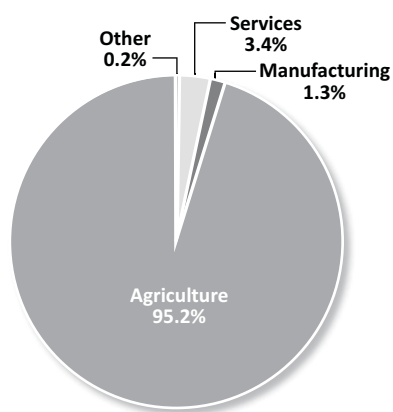
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In 2011, Ethiopia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government of Ethiopia began to participate in a USDOL-funded project that targets 20,000 children engaged in and at risk of entering exploitative child labor. The Government will coordinate the provision of services and provide occupational safety and health training to labor inspectors as a part of the project. During the reporting period, the Government also conducted awareness-raising activities to combat child labor and piloted a child labor free zone. However, the Labor Proclamation only applies to contractual labor, and thus fails to protect many children who perform unpaid work, work on the streets, or as child domestics. The Government has drafted but did not yet adopt an updated list of hazardous occupations for children. In addition, Ethiopia has yet to adopt the National Action Plan on Child Labor and Protocol and Guidelines. The worst forms of child labor continue to exist, particularly in dangerous forms of agriculture and domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	50.1 (8,854,463)
Attending School	5-14 yrs.	29.2
Combining Work and School	7-14 yrs.	17.2
Primary Completion Rate		72.2

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from LFS Survey, 2005.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Ethiopia are engaged in the worst forms of child labor, including in dangerous activities in agriculture and domestic service.(3-6) Although evidence is limited, there is reason to believe that the worst forms of child labor are used in the production of coffee, cotton, onions, sugarcane and tea.(7-13) Children also herd and take care of cattle, which may require them to work long hours and expose them to disease or injury.(3, 12, 14-17) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(6, 15) Children reportedly catch fish, making them vulnerable to risks including drowning.(4, 14, 16, 18)

Children—mostly girls—work in domestic service, potentially exposing them to sexual and other forms of abuse. Child domestics may also suffer from a variety of mental health problems.(4, 15, 19-21) Girls collect firewood and water, activities, which may require them to walk long distances with heavy loads.(11, 15, 22)

Children work in the production of gold. In small-scale gold mining they may dig their own mining pits and carry over 10 gallons of water daily.(11, 12, 23, 24) Anecdotal evidence indicates that children may work in quarries.(4, 14) Children also reportedly crush clay into powder to make pottery products. This type of work may cause respiratory illnesses from prolonged exposure to clay dust.(5, 25, 26)

In urban areas, many children live and work on the streets as shoe shiners, vendors and beggars, which may expose them to severe weather, vehicle accidents and criminal

elements.(4, 5, 12, 16, 27-31) Some child beggars are intentionally maimed or blinded to raise their earnings. Children also work in the transportation, construction and manufacturing industries, potentially carrying heavy loads, working with sharp tools and risking exposure to toxic substances.(4, 5, 14-16, 32, 33)

Although the extent of the problem is unknown, reports indicate that children may comprise a considerable share of the workforce in the traditional weaving industry in Addis Ababa and in the Gamo Gofa and Wolayita Zones.(16, 19, 34-37) Child weavers may work long hours, face physical, sexual or emotional abuse from their employers and develop injuries as a result of crouching while working on traditional weaving looms.(15, 38, 39) Anecdotal evidence suggests that some child weavers suffer starvation and are held in debt bondage.(39, 40)

Children in Ethiopia are also exploited in other worst forms of child labor, including in prostitution. The commercial sexual exploitation of children is most prevalent in urban areas, especially in Addis Ababa.(5, 30, 41) Girls are recruited to work in prostitution at brothels, hotels, bars, rural truck stops and in resort towns.(5, 19, 41) Girls may also be involved in the production of pornography and in sex tourism.(41-43) There are no reports from 2011 that suggest that children continue to be recruited by local militias in the Somali Regional State.

Trafficking of children is a serious problem in Ethiopia. Children are trafficked from Oromia and the Southern Nations, Nationalities and People’s Region (SNNPR) to other regions of the country for forced labor in domestic service and the weaving industry.(34, 44, 45) Children are also trafficked for commercial sexual exploitation, begging, street vending, cattle herding and manual labor.(44-46) Children are reportedly trafficked from Ethiopia to Djibouti, Kenya, Sudan, Europe and the Middle East for labor and commercial sexual exploitation.(45, 47, 48)

The Government of Ethiopia has improved access to education by building schools, increasing the number of teachers and expanding its Technical and Vocational Education and Training Program. Children in rural areas, however, are still at risk of entering the workforce at a young age due to the limited number of schools.(5, 49-52) Droughts and floods also hinder access to education in Afar, Amhara, Benishangul-Gumuz, Diredawa, Gambella, Harar, Oromia, Somali Region, SNNPR and Tigray.(53) In addition, many children in Ethiopia are not registered at birth. Unable to prove citizenship, nonregistered children may have difficulty accessing services such as education.(19, 32, 54, 55)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Proclamation of 2004 sets the minimum age for employment at 14 and the minimum age for hazardous work at 18.(56) The law forbids employers from using “young workers,” defined as children ages 14 to 18, when the nature of the job or the conditions under which it is carried out might endanger the life or health of a child.(56, 57) The Labor Proclamation also prohibits children from working at night, working overtime or in dangerous occupations, including digging tunnels, working underground, in sewers, with electric transformers and transmission lines.(56, 58) In 2011, the Government drafted a Young Workers’ Directive, which includes an updated list of hazardous occupations for children, including work in mines, glass factories, deep-sea fishing, domestic labor and on the streets.(52) The Directive had not been adopted by the end of the reporting period.

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	14
	Free Public Education	Yes

The Labor Proclamation only applies to contractual labor, excluding many children who perform unpaid work and work on the streets or as child domestics.(29, 59, 60) In addition, the law allows children above the age of 14 to engage in hazardous work if this work is performed following a government-approved vocational training course. ILO Convention 138 calls for the prohibition of all hazardous work by children under the age of 16, even if the work is performed as part of vocational training.(56, 60)

The Constitution provides protections for children from trafficking, slavery and forced labor.(57) Some communities in Ethiopia have also enacted local by-laws against trafficking. The Criminal Code prohibits trafficking, child pornography, commercial sexual exploitation of children and the use of children in illicit activities.(12, 58, 61) The Criminal Code sets the minimum age for conscription and voluntary recruitment into the military at 18.(61)

Institutional Mechanisms for Coordination and Enforcement

Although the Government of Ethiopia has established an Inter-Ministerial Task Force on Trafficking to coordinate anti-trafficking efforts, it has not created a mechanism to coordinate efforts to combat most worst forms of child labor.(45, 59)

The Ministry of Labor and Social Affairs (MOLSA) is the lead agency for trafficking in persons programming and its Occupational Safety, Health and Working Environment Department (OSHWED) is responsible for data collection, analysis and policymaking for labor purposes.(45, 46, 62) Officials from federal ministries and agencies participate weekly in a Technical Working Group on Trafficking, which aims to identify trafficking trends and areas in need of public awareness campaigns on trafficking.(45) In some communities, there are also child protection committees, which include children, police, health workers and teachers.(16, 35)

The MOLSA is also the primary federal agency responsible for labor inspections, which are organized through federal and regional offices. OSHWED enforces occupational safety, health and wage and hour protections, which include child labor laws, at industrial enterprises in Addis Ababa and Dire Dawa.(58, 63) In 2011, OSHWED employed 130 labor inspectors and worked with the University of Gondar, which has a new bachelor's degree program in Occupational Safety and Health, to strengthen the capacity of the inspectorate.(12, 64) The ILO reports that this department is understaffed and lacks sector-specific occupational health and safety guidelines, which weakens enforcement efforts.(63) The Regional Bureaus of Social and Labor Affairs (BOLSAs) and City Administration are responsible for labor inspections at the zonal offices and regional and city levels. Both OSHWED and BOLSAs lack equipment and their inspectors do not have access to suitable transportation, sometimes relying on employers and trade union representatives for rides.(63) Labor inspectors' salaries are not competitive and turnover is high.(62, 63)

Labor inspectors visit enterprises to conduct investigations and use checklists specific to small, medium and large

enterprises.(59, 63) If a labor violation is found, labor inspectors may require the employer to correct the situation within a given timeframe or the labor inspector may report the incident to the Minister of Labor.(56, 63) Labor inspectors do not have the authority to impose immediate sanctions, and fines can only be issued by a court.(56, 63) Although labor inspectors bring cases to court, they lack training on presenting evidence in court.(64) In addition, the labor relations board, an institution that settles labor disputes, can receive labor complaints and issue decisions on alleged violations.(39) According to the MOLSA, they carried out approximately 35,000 labor inspections in 2011. The MOLSA does not disaggregate child labor data and research found no information on how many citations were issued and whether appropriate sanctions were applied.(12, 62, 63)

The Ministry of Justice and the police investigate and prosecute criminal violations of laws that protect against the worst forms of child labor.(12) The Government of Ethiopia has a special court to hear trafficking cases.(65) As Child Protection Units are no longer operational, police departments and district officials refer victims of the worst forms of child labor to NGO shelters and government orphanages.(45) The police and the Forum on Sustainable Child Empowerment are also no longer operating a hotline to report trafficking cases.(45)

At the local level, Child Protection Committees, Child Rights Clubs, and Orphans and Vulnerable Children (OVC) Task Forces promote children's rights and train members on child labor, case management, international child labor standards and Ethiopian child labor laws. In some cases, such groups may provide children with direct food transfers and school supplies.(66, 67)

The Human Trafficking and Narcotics Section in the Organized Crime Investigation Unit of the federal police collaborates with the prosecutor's office in conducting investigations, prosecuting offenders and reporting and collecting trafficking data.(12, 44) In 2011, this Unit employed 31 investigators who found 136 cases of human trafficking, which resulted in 77 convictions. There is no information available on whether these cases involved children.(12, 45) Despite these efforts, the United Nations Committee against Torture is concerned with the low prosecution and conviction rates for the internal trafficking of women and children for forced labor and sexual exploitation.(68)

Government Policies on the Worst Forms of Child Labor

Although the Government drafted a National Action Plan on Child Labor (2010-2015) and a Protocol and Guidelines on

child labor identification, withdrawal, reintegration and educational policies, these have not yet been adopted.(12, 29, 32)

The Government's National Plan of Action on Sexual Abuse and Exploitation of Children outlines targets for reducing the number of children in the worst forms of child labor, including commercial sexual exploitation.(69, 70) The National Action Plan Against Trafficking and the National Plan of Action for Children also include provisions to reduce the worst forms of child labor. Although all three national plans of action expired in 2010, the Government of Ethiopia reports that they are still being implemented.(29, 71) However, the National Plan of Action for Children was not translated into local languages or adequately distributed to local authorities in charge of its implementation.(54) In 2011, the Government, in cooperation with the Confederation of Ethiopian Trade Unions and industry federations, developed an action plan to combat human trafficking.(72) Although the Government has established the right to free primary education in practice, or until the approximate age of 14, the cost of school supplies keeps some children from attending school.(5, 73)

Child labor issues have been integrated into the following Ethiopian development agendas and policies: Development Social Welfare Policy, the Education Sector Development Program III, National Youth Policy, Decent Work Country Program and the United Nations Development Assistance Framework. In addition, the Ministry of Women, Youth and Children's Affairs and the HIV/AIDS Prevention and Control Office's Standard Service Delivery Guidelines for Orphans and Vulnerable Children's Care includes a component on exploitative child labor.(12, 58, 74-79) However, with the exception of the Standard Service Delivery Guidelines for Orphans and Vulnerable Children's Care, these policies do not have budgets, detailed action plans or targets related to the worst forms of child labor.(58, 74-79)

The Ethiopian Government also supports policies that directly target children and youth. The National Policy Framework for Early Childhood Care and Education supports early education programs for young children and community-based non-formal school readiness programs.(12, 80, 81) The Growth and Transformation Plan 2010-2015 supports the expansion of education services and outlines interventions over the next 5 years to provide greater opportunities for vulnerable households to engage in decent work.(12, 82) The National Technical and Vocational Education and Training Strategy aims to increase employment opportunities for school dropouts and people without formal education through technology and skill accumulation.(83) The question of whether these policies have

an impact on child labor, however, does not appear to have been addressed.

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

In 2011, the Government of Ethiopia conducted awareness-raising activities to combat child labor and continued piloting a child labor free zone in Addis Ababa and Adama, in collaboration with the Forum on Sustainable Child Empowerment. It brought together child protection officers, labor inspectors, police officers and other stakeholders to reintegrate child laborers.(12, 67) The Government of Ethiopia, in partnership with UNICEF, continued to provide over 6,000 street children with formal and non-formal education and access to free health care in Addis Ababa and 14 other major towns.(84) In addition, the Government provided clothing and food to 3,000 people living on the streets, including children.(85)

The Government of Ethiopia began to participate in a 4-year, \$10 million project funded by USDOL and implemented by World Vision, which targets 20,000 children engaged in or at risk of entering exploitative child labor, particularly in the traditional weaving industry and in rural areas.(16) This project will also assist 7,000 households of targeted children to promote sustainable livelihoods, and will collaborate with the MOLSA to coordinate the provision of services and provide occupational safety and health training to labor inspectors. This project operates primarily in Addis Ababa and in the Gamo Gofa and Wolayita Zones.(16)

During the reporting period, Ethiopia participated in a \$1 million project funded by the Government of Italy to support the development of a national action plan on the worst forms of child labor.(86) Ethiopia is also participating in the Regional Program for Eastern Africa (2009-2012), which aims to combat the trafficking of children. With support from UNODC, this Program aims to collect data on trafficking in persons, develop a border control system and promote the ratification and implementation of the UN Convention against Transnational Organized Crime and its Protocols.(87)

During the reporting period, the Government of Ethiopia, in partnership with UNICEF, launched a 3-year pilot cash transfer program in two districts of the Tigray Region to assist vulnerable populations, including child laborers. This program aims to increase school enrollment and attendance and improve the nutrition and health of the children in the targeted districts.(12, 88, 89) The program will operate through Community Care Coalitions and will assist approximately 3,300 households. Depending on the results of the pilot, the

Minister of Labor and Social Affairs reported that it may be expanded to the rest of the country.(12, 88)

In 2011, the Government of Ethiopia continued to implement Ethiopia's Productive Safety Net Program (PSNP) Phase II. This is Africa's largest social protection program operating in 318 food insecure districts and assists over 7.7 million beneficiaries.(90-95) The PSNP Phase II has several components, one of which provides cash and in-kind transfers to OVCs and households without able-bodied adults who can work. This component has been shown to reduce the amount of time children spend doing household work and increase the amount of time children spend in school.(90-95) However, in rare cases, another component to promote employment through public works has been shown to increase the amount of time children work, as families substitute adult family members' labor with children's labor to receive benefits under this program.(92-94)

The Government of Ethiopia also participates in the General Education Quality Improvement Project (2008-2013) to improve the quality of general education throughout Ethiopia. Funded by the World Bank and other donors at \$417 million, this Project consists of curriculum development, textbook assessment, teacher training and school construction.(96) Furthermore, the Government's Standard Service Delivery Guidelines for Orphans and Vulnerable Children's Care and Support Programs aims to ensure that OVCs are enrolled in school and, at a minimum, complete some technical and vocational training.(74)

While the Government participates in and implements several programs to combat the worst forms of child labor, its efforts have not targeted sectors with a high incidence of the worst forms of child labor, such as dangerous work in agriculture and domestic service.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact the Young Workers' Directive.	2011
	Ensure protection for children who are working on a non-contractual basis and engaging in unpaid work.	2009, 2010, 2011
	Amend the Labor Proclamation to raise the minimum age children may enter hazardous work following vocational training from age 14 to 16, in line with ILO Convention 138.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat all worst forms of child labor.	2009, 2010, 2011
	Develop sector-specific occupational health and safety guidelines.	2009, 2010, 2011
	Strengthen the capacity of labor law enforcement officials by <ul style="list-style-type: none"> • Providing labor inspectors with competitive salaries to reduce turnover. • Providing enforcement personnel with high-quality and regular training on child labor laws and procedures to bring a case to court. • Ensuring that labor inspectors in the MOLSA have adequate resources to conduct systematic inspections in all sectors of the economy. 	2009, 2010, 2011 2009, 2010, 2011 2009, 2010, 2011
	Gather and publish information about the number of child labor investigations, citations and criminal prosecutions initiated and issued, and penalties applied.	2009, 2010, 2011
	Separate trafficking statistics for children and adults.	2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Provide training on internal trafficking to personnel in the Human Trafficking and Narcotics Section and regional police to improve the likelihood of successful prosecutions and conviction of offenders.	2011
Policies	Adopt the National Action Plan on Child Labor and the Protocol and Guidelines.	2009, 2010, 2011
	Translate the National Plan of Action for Children into local languages.	2010, 2011
	Include budgets, action plans and targets related to the worst forms of child labor in development agendas and policies.	2009, 2010, 2011
	Ensure that children can complete primary school by subsidizing or defraying the cost of school supplies.	2010, 2011
Social Programs	Develop social protection programs for the withdrawal or prevention of children working in dangerous forms of agriculture and domestic service.	2009, 2010, 2011
	Ensure that employment promotion programs do not promote child labor.	2010, 2011
	Improve access to education in rural areas by building additional schools.	2010, 2011
	Ensure the registration of all children at birth.	2010, 2011

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In 2011, Fiji made a moderate advancement in efforts to eliminate the worst forms of child labor. These efforts include establishing policies and funding programs that encourage educational attainment and improve school accessibility for children. The Government allocated approximately \$30 million for free tuition, textbooks and transportation for school children in need. Furthermore, the Government established a Child Labor Unit within the Ministry of Labor to coordinate its efforts related to child labor. However, there are gaps in the legal framework that may leave workers, including street vendors, vulnerable. Additionally, there is no comprehensive list of hazardous work from which children are prohibited. Children in Fiji continue to engage in the worst forms of child labor, particularly in dangerous forms of agriculture and street work.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		105.0

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Fiji are engaged in the worst forms of child labor, primarily in dangerous activities in agriculture and street work.(3-7) Fijian boys as young as age 11 harvest sugarcane, which involves using sharp knives, working long hours, handling pesticides and carrying heavy loads.(4, 7-12) In tobacco fields, children spray pesticides and lay fertilizer, potentially exposing them to poisonous chemicals.(4) Although information is limited, there are reports that children in Fiji may aid in dangerous activities in the production of coconuts and coconut oil, rice, roots (including *dalo* and *yaqona*), tubers and other kinds of vegetables.(4, 12-19) There are also reports that children in rural areas are engaged in pig farming and goat and cattle herding.(4) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(20)



Children in Fiji are engaged in fishing and deep-sea diving, through which they are directly involved in steering outboard motors and are at risk of drowning.(4) There are reports that children often dive without proper training or appropriate equipment.(4)

A surge in the number of urban poor in Fiji in recent years increased the population of children vulnerable to exploitative work. In urban areas, boys hire themselves out, pushing wheelbarrows for shoppers in markets, collecting bus tickets, repairing houses, and repairing and shining shoes.(3-5, 7, 10, 12, 13, 15, 21-24) Increasing numbers of children can be found selling fruit along roadsides and in markets, and collecting bottles and scrap metal.(3-6, 15, 24, 25) There are reports that boys as young as age 11 work as car mechanics.(4, 5, 11, 25, 26) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(27)

The commercial sexual exploitation of children is a problem, particularly in Fiji's urban centers and on foreign fishing vessels.(4, 12, 28) Prostitution, including sex tourism, appears to be the most common form of commercial sexual exploitation, although child pornography may also be produced.(4, 7, 29-32) Some child prostitutes are as young as age 10 and most are girls between ages 15 and 17.(31-35)

Although the extent of the problem is unknown, children in Fiji are reportedly used in the production and trafficking of drugs, including as drug mules.(4, 31, 36-38)

Parents sometimes send their child to live with families living in cities or near schools to facilitate their continuing education and to perform light household work. There are reports that the

adopted households sometimes force children into involuntary domestic servitude or sexual activity in exchange for food, clothing, shelter or school fees.(12, 39, 40) Children in domestic service may work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(41)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Relations Promulgation 2007 sets the minimum age for employment at 15 and prohibits children under age 18 from engaging in hazardous work.(30, 42) However, the law permits children under age 18 to work during night hours, between 6 p.m. and 6 a.m., under conditions defined by the Minister of Labor, Industrial Relations and Employment.(30, 42) Currently, under the Employment Relations Regulations 2008, no child may be employed for more than 8 hours a day, and the Minister has established that no child may work after 10 p.m.(43, 44) The 2007 Promulgation permits children between ages 13 and 15 to be employed in light work or at a workplace in which a member of the child’s family, community or religious group is employed—provided the work is not hazardous and does not interfere with the child’s education.(42)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	17
	Free Public Education	Yes

The 2007 Promulgation allows the Minister of Labor to prohibit or restrict children’s work in environments deemed to present health threats or to be hazardous, dangerous or unsuitable.(30, 42) The Promulgation also highlights some potentially hazardous employment. However, as the ILO

Committee of Experts has noted, the Minister of Labor has not issued a comprehensive list of hazardous work.(30)

The Employment Relations Promulgation 2007 and a subsequent amendment prohibit firms from employing a child to work excessive hours or in underground mines.(42) It also protects children against debt bondage, indentured servitude, trafficking, child soldiering, commercial sexual exploitation and use in illicit activities such as drug trafficking.(42, 44) In addition, research found no evidence of laws that would protect children working on the street.

The Crimes Decree and Penal Code provide male and female children with equal protection against sexual offenses.(45, 46) The Crimes Decree of 2009 outlines the legal framework for prosecuting individuals who seek or purchase paid sexual services, including more rigorous sentencing requirements if the prostituted person was a child.(45-47) The law holds liable anyone who facilitates the defilement of a child, for instance through prostitution, including the child’s parents and relatives.(45, 47)

The Crimes Decree 2009, the Immigration Act 2003 and the Employment Relations Promulgation 2007 all prohibit human trafficking and forced labor.(28, 42, 48) Additionally, the Crimes Decree explicitly defines penalties for trafficking in persons, forced labor and debt bondage when the victim is a child.(45)

While not specifically addressing the issue of child labor, the Child Welfare Decree 2010 provides some additional protections for children. The Decree mandates that professionals, such as police officers, doctors, lawyers, teachers, nurses and social welfare personnel, report any observed abuses of children. The Decree also provides these professionals with the authority to remove children from dangerous situations during an investigation.(49-51)

According to the 1997 Compulsory Education Order and the Compulsory Education Regulations, education is mandatory for 12 years or to approximately age 17.(52)

The Fiji Military Forces Act sets the minimum age for military recruitment at 18.(7)

In December 2006, the Government of Fiji was overthrown in a military coup led by Commodore Voreqe “Frank” Bainimarama; an interim government was established, leading to the installment of Commodore Bainimarama as Prime Minister. After a court declared the coup and its resulting military government illegal in 2009, President Ratu Josefa Iloilo abrogated the Constitution and declared rule by

decree of the Bainimarama Government.(53) In March 2012, Commodore Bainimarama announced the process by which a new Constitution will be formulated, along with the names of three of the five members of the Constitution Commission.(43)

Institutional Mechanisms for Coordination and Enforcement

In 2011, the Government of Fiji established a Child Labor Unit (CLU) within the Ministry of Labor, Industrial Relations and Employment (MLIRE) to coordinate government efforts to enforce legislation on child labor and centralize child labor data.(7, 54) The CLU's priorities during the reporting period included awareness raising about child labor; training of enforcement inspectors; supporting the incorporation of child labor issues in broader child protection policies and discussions, and supervising and directing the management of child labor cases reported at the district level.(7) The CLU employed two people to carry out its tasks.(7)

The MLIRE is responsible for the enforcement of labor laws, including child labor. During the reporting period, the Government employed 42 labor inspectors.(7) In addition, the MLIRE employed 30 Occupational Health and Safety inspectors. Some of these inspectors have received training on child labor issues and help labor inspectors enforce child labor laws.(7) All of these inspectors are stationed in larger, more populated areas and sometimes find it a challenge to access smaller, rural communities and outer islands.(7, 55) Labor cases are tried in the Employment Relations Tribunal and the Employment Relations Division of the High Court.(53, 55) Research did not uncover the number of child labor inspections or violations that had occurred during the reporting period.

In 2011 the Government of Fiji both drafted and released a National Action Plan to combat trafficking in persons.(28) The Department of Immigration and the Fiji Police Force coordinates the investigation of cases involving underage victims of commercial sexual exploitation and trafficking, which are then tried in the criminal court system.(7, 42, 56) The Government conducted several trainings and workshops throughout the year to train officers on issues of trafficking in persons.(7) The Fiji Police Force maintains a Human Trafficking Unit to facilitate the sharing of information on human trafficking related issues between the public, private and nonprofit sectors. The Trafficking Task Force, headed by the Department of Immigration, is also responsible for identifying gaps in existing efforts.(7, 28, 57)

In addition to the Fiji Police Force and the Department of Immigration, the MLIRE, the Department of Social Welfare, and the Director of Public Prosecutions are responsible for enforcing laws on child trafficking.(10, 53) The Fijian Courts may grant the Department of Social Welfare, which operates four shelters throughout Fiji, custody over child victims.(10, 53) Research did not uncover the number of investigations conducted or the number of victims assisted during the reporting period.

Government Policies on the Worst Forms of Child Labor

In 2011, the Government both continued and implemented new policies that remove the barriers to education and increase the educational attainment of students. Children regularly attending school may be less likely to engage in the worst forms of child labor. To address the high cost of education that prevented some students from attending school, the Government of Fiji continued to cap school fees at \$6.50. In 2011, the Government allocated approximately \$9.9 million to provide free tuition and free textbooks for children in need.(52, 55, 58) The Government also allocated approximately \$6.5 million to continue funding a school bus fare scheme that aims to offset transportation costs.(58)

In 2011, the Government removed a requirement that schoolchildren pass end-of-year examinations in order to proceed to the next grade level. The requirement was replaced with a new system modeled after a "continual assessment" scheme in an effort to reduce the number of children dropping out of school.(7) The new system assesses children throughout the year in an effort to better identify and then target the removal of specific barriers preventing a child from transitioning to the next grade.(7) The question of whether these education policies have had an impact on child labor does not appear to have been addressed.

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

The Government of Fiji continued to participate in a regional project funded by the European Commission and supported by the European Union, the International Labor Organization, the Ministry of Education and the MLIRE called Tackling Child Labor through Education (TACKLE).(54, 59) With a 4-year, nearly \$13.5 million budget, TACKLE aims to combat child labor in the Pacific region.(54, 59) It is unclear the exact amount of funds Fiji received through the Program, because the funds are not allocated at the country level; however, the

Program funded the operation of the CLU at the MILRE and salaries for the CLU's two staff members.(51, 54) During the year, the Government met several of its stated project goals, including establishing the CLU, completing a draft national action plan to eliminate child labor and training government officials on the worst forms of child labor.(54, 60) The CLU specifically worked with employers in rural areas to educate them on child labor issues specific to agriculture and worked with city councils to ensure that street vendors have a work permit and are of legal working age.(43) Further, through the TACKLE project, the Government is supporting efforts to remove children from commercial sexual exploitation and to increase capacity to address child labor and poverty in squatter

settlements, where a large number of vulnerable children live.(54, 60) Despite these efforts, Fiji's social programs do not provide direct assistance to specifically target children working in the agricultural and informal sectors including street vending.

It appears there were no government-run facilities in operation to specifically address the particular needs of child trafficking victims.(28) The Fiji Police Juvenile Bureau and Sexual Offences Unit identified the lack of support services for child victims, including counseling and victim-friendly court procedures, as some of their greatest challenges in effectively addressing the needs of child trafficking victims.(61)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Eliminate provisions in existing laws that permit children to work during night hours.	2011
	Adopt a list of specific hazardous occupations prohibited to children, including provisions for children working on the street.	2009, 2010, 2011
Coordination and Enforcement	Collect, analyze and publish data on enforcement efforts, including labor inspections and criminal investigations regarding the worst forms of child labor.	2011
Policies	Assess the potential impact of existing policies on addressing child labor.	2010, 2011
Social Programs	Institute programs to address the worst forms of child labor, specifically in agriculture and street vending.	2009, 2010, 2011
	Provide support services for child victims, including effective counseling and victim-friendly court procedures.	2010, 2011

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Gabon

In 2011, Gabon made no advancement in efforts to eliminate the worst forms of child labor. Although the Government reportedly began some studies on child trafficking and street children, there were no substantial efforts made during the reporting period. The Government has yet to begin the process of updating the list of hazardous work prohibited to children. Furthermore, there have been no programs to protect children employed as domestics, and no convictions for child trafficking since the adoption of the 2004 anti-trafficking law. Children are engaged in the worst forms of child labor in Gabon, many as a result of trafficking.

Statistics on Working Children and Education

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

Sources:

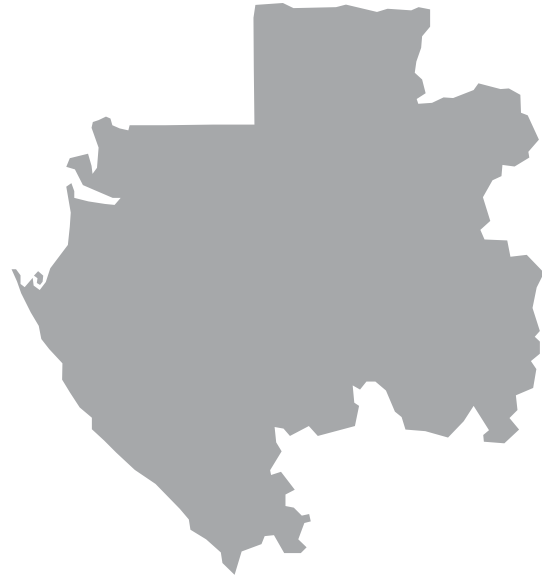
Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Gabon are engaged in the worst forms of child labor, many as a result of trafficking.(3, 4) Trafficked children work as domestic servants and as vendors, including on the streets and in markets.(5-7) Boys are also trafficked for forced labor in handicrafts workshops and as mechanics. Girls are trafficked into forced labor in restaurants or may be trafficked into prostitution.(3, 5, 6) These children are often from other countries in the region such as Benin, Guinea, Mali, Nigeria and Togo.(5) There is some evidence children are trafficked within Gabon as well.(8, 9)

Evidence also suggests that some children involved in street vending and domestic service may not be trafficking victims.(8, 9) After a police sweep of street markets in December 2010, the police determined that the majority of the children found in street vending were not victims of trafficking.(10) Some evidence suggests that the children involved in street vending in Gabon are required to carry heavy loads.(11) Street work commonly exposes children to severe weather, traffic accidents and crime.(12) HIV/AIDS orphans in Gabon are reported to be particularly vulnerable to



involvement in the worst forms of child labor.(13) Children involved in domestic service, primarily girls, are isolated in private homes, where they are susceptible to physical and sexual abuse.(13, 14)

Child prostitution has been found in Gabon, although the magnitude of the problem appears to be small. Limited evidence suggests that children reportedly are engaged in begging in urban areas, which may expose them to dangers such as crime, as well as in forced labor on farms in rural areas.(3, 6, 12, 15)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 16. Younger children may be permitted to work with joint consent from the Ministries of Labor, Education and Public Health.(16)

The Labor Code sets the minimum age for hazardous work at 18 and enables work inspectors to require medical exams for anyone under the age of 21 who may be asked to perform "high risk" work.(16) The Government amended the Labor Code in 2010, expressly prohibiting children's involvement in certain broad categories of hazardous work. The categories include work that exposes children to cruel physical, psychological or sexual treatment; involves dangerous machines or tools or the transport of heavy loads; is carried out underground, underwater, at dangerous heights or in confined spaces; or is conducted in harmful environments where children would be exposed to dangerous substances.(17) According to the amendment, the Ministry of Economy, Employment and Sustainable Development, formerly the Ministry of Labor, Employment and Social Security, the

Ministry of Health and the Ministry of Family and Social Affairs are responsible for formulating and issuing a decree to supersede the hazardous list from 1962 that remains in force currently, regarding the kinds of work and types of enterprises deemed hazardous.(17) The latter two Ministries replaced the Ministry of Health and Social Affairs in February 2012.(18) However, the ILO Committee of Experts noted that the Government did not begin the process of developing such a decree in 2011. The failure to update the list for such a long period of time appears to be in contravention of Convention 182, which calls for the periodic updating of lists of hazardous work prohibited to children.(13)

	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	16
	Free Public Education	Yes

The Labor Code applies only in cases in which an employer-employee relationship exists. However, the ILO Committee of Experts noted that the 2010 amendment to the Labor Code enables labor inspectors to question any child suspected of being involved in the worst forms of child labor, including in the informal sector. This amendment appears to give labor inspectors the authority to provide protections for children in worst forms of child labor in the informal sector, which likely includes work in which no employer-employee relationship exists.(8) However, the amendment apparently gives the police the right to arrest children involved in such work, thereby punishing them for their involvement in exploitative labor.(8)

The Labor Code prohibits forced labor.(16) Law 09/04 prohibits the trafficking of children for labor and sexual exploitation.(5) Act No. 004/98 sets the minimum age for voluntary recruitment into the military at 20; there is no

conscription.(19) The Penal Code prohibits the procurement of a minor for prostitution; however, it does not prohibit pornography.(5) The lack of a comprehensive prohibition against child commercial sexual exploitation leaves children unprotected against this form of exploitation. The Code of Audiovisual, Cinematographic and Written Communication prohibits “public or private cinema enterprises” from the use of a child for pornography. The law does not ban other uses of children in pornography, such as by private citizens, which leaves children vulnerable to these types of exploitation.(13)

Education is compulsory until age 16. The Constitution calls for the provision of free education; however, in practice, families must pay for supplies, including school uniforms.(3, 20) The country also suffers from a shortage of schools and teachers.(3) While UNICEF reports generally high primary school attendance rates, a 2010 UNICEF report indicates that dropout and repetition are problems at the secondary level.(8) A 2010 report by UNICEF and other organizations suggests that some children, especially girls, are pressured by teachers to have sex in exchange for good grades.(21) The indirect costs of education and the lack of sufficient education opportunities may increase the likelihood that children will enter into the worst forms of child labor. Information was not available on whether laws exist to protect children from engaging in illicit activities such as drug trafficking.

Institutional Mechanisms for Coordination and Enforcement

The Government has established the Interministerial Committee for the Fight Against Child Trafficking to coordinate efforts against child trafficking and also all worst forms of child labor by facilitating communication among ministries.(6, 22) The Ministry of Economy, Employment and Sustainable Development leads the committee, which includes the Ministry of the Interior, the Ministry of Foreign Affairs, the Ministry of Justice, the Ministry of Health, and the Ministry of Family and Social Affairs.(6, 18, 22)

Inspectors from the Ministry of Economy are responsible for receiving, investigating and addressing child labor complaints, while the Ministry of Justice is responsible for the enforcement of child labor laws.(3) The Ministry of Economy carries out inspections in cities but not in rural areas; the country’s heavily forested terrain contributes to the lack of access to such areas.(23) The Government does not maintain data on child labor investigations.(6)

The Interministerial Committee receives a budget to fund investigations and coordinate actions against child exploitation.

The Minister of Justice has noted that the Interministerial Committee's budget for fighting child exploitation is limited.(6) The Committee and its member ministries employ about 2,000 people involved in various activities to combat trafficking and other worst forms of child labor, some of whom are engaged in enforcement activities.(6)

Local vigilance committees have been created to monitor potential cases of child exploitation and trafficking. During 2011, members of the Interministerial Committee provided onsite training to two local vigilance committees on concepts, best practices in finding and providing services to victims, and information exchange and reporting.(6) In general, however, government-wide statistics on trafficking arrests and convictions are unavailable. A lack of systems for information sharing between the Ministry of Interior and the Ministry of Justice contributes to this problem.(6) The UNICEF Regional Office has reported that weak enforcement and coordination pose challenges to combating trafficking in Gabon.(8) Although the Government has taken steps to combat trafficking and exploitation of children in street work, research found no evidence of efforts to enforce laws against child domestic service and other worst forms of child labor.

As a result of a December 2010 anti-trafficking sting of street markets called Operation Bana, there were investigations into alleged child trafficking during the period.(6) However, as of early 2011, Gabon's Criminal Court, where trafficking cases are currently heard, had not met for 3 years.(5) Although the President approved a special session of the Criminal Court to hear trafficking cases, the most recent available information is that the Ministry of Justice is determining its budget needs for the session.(23) To date, there still have been no convictions under Law 09/04.(5)

During the period, the Government continued to maintain an anti-sex trafficking task force in preparation for the 2012 Africa Nations Cup.(6) The Government continued to conduct maritime surveillance of the country's entire coastline to thwart human trafficking.(5)

Government Policies on the Worst Forms Child Labor

Gabon's UN Development Assistance Framework (2007-2011) included the goal of bringing national legislation into alignment with the country's bilateral and regional agreements to combat child trafficking, thereby complying with ILO Convention 182 and other international conventions Gabon has ratified.(24)

The Government continued to implement an action plan on child labor and trafficking during 2011. The action plan focuses on building government capacity to enforce laws against trafficking and encouraging civil society to participate in "Vigilance Committees," a number of which have been established in urban areas.(5, 10) The Government made plans to undertake a survey on trafficking victims in 2012.(6) The survey will include children trafficked for domestic purposes and street children.(13, 18)

The Government continued to repatriate trafficking victims, including some victims of Operation BANA.(6) Although a formal agreement is not in place, standard operating procedures are in place with the Government of Benin to facilitate repatriation of trafficking victims from that country. Informal agreements are in place not only with Benin, but other countries in the region such as Mali, Nigeria and Togo, to cover the costs of repatriating trafficking victims.(6, 10)

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

In 2011, the Government operated one shelter and funded three others to provide food, shelter, medical care, family tracing, counseling and schooling to trafficking victims (both children and adults) found on the streets. During the reporting period, social workers on routine visits to city street markets discovered that some children rescued in Operation BANA, who had been sent to shelters and subsequently released, were back working and living on the streets.(5) Despite the comprehensive set of services provided to children at the shelters, this outcome suggests a need for better support to children after their release from the shelters.

In cooperation with UNICEF, the Government maintained its telephone hotline to report suspected cases of trafficking.(10) The results of a 2009 survey suggested that many Gabonese were aware of instances of trafficking, but unaware of the laws and efforts to combat it. Partially in response to these results, in 2011 the Government continued its efforts to raise awareness of trafficking through a billboard campaign in Libreville and door-to-door campaigns in other parts of the country.(5)

The government services offered to victims of child trafficking have been focused on children trafficked into street work, rather than on children trafficked into domestic service.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Develop and issue a decree laying out the complete, updated list of hazardous types of work and enterprises prohibited to children under age 18.	2009, 2010, 2011
	Enact comprehensive legislation protecting children from all forms of commercial exploitation, including pornography.	2010, 2011
	Ensure that self-employed children and all those working in the informal sector are protected and not penalized for their involvement in the worst forms of child labor.	2010, 2011
	Take steps to address abuse in schools, costs of school materials and transportation.	2010, 2011
	Ensure sufficient numbers of schools and teachers.	2010, 2011
	Ensure that the laws protect children from engaging in illicit activities, such as drug trafficking.	2011
Coordination and Enforcement	Take steps to conduct child labor inspections outside of urban areas.	2011
	Gather, analyze and disseminate child labor enforcement information.	2009, 2010, 2011
	Take measures to investigate cases of child domestic service and withdraw children from such situations.	2010, 2011
	Improve the sharing of trafficking enforcement information among government ministries.	2011
	Provide the Criminal Court with the resources needed to decide trafficking cases.	2011
Policies	Ensure that proposed studies on child trafficking, including child domestics and street children, are carried out.	2011
Social Programs	Improve follow-up services for child trafficking victims after their release from shelters.	2011
	Institute programs focused on worst forms of child labor in domestic service.	2010, 2011

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In 2011, The Gambia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government amended the Trafficking in Persons Act to strengthen the penalty for child trafficking and has recruited new staff and hired full-time investigators for the National Agency Against Trafficking in Persons. Efforts were also made to raise awareness among soldiers and hotel staff, and to train them in recognizing and addressing child sex tourism. However, the Government has yet to establish a coordinating mechanism to combat all worst forms of child labor, and existing programs do not address children working in dangerous activities in agriculture and domestic service. In addition, gaps remain in the legal framework as the compulsory education age is below the minimum working age. Children in The Gambia are found in the worst forms of child labor, including in street work and commercial sexual exploitation.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	36.4 (180,954)
Attending School	5-14 yrs.	65.7
Combining Work and School	7-14 yrs.	29.6
Primary Completion Rate		70.5

Sources:

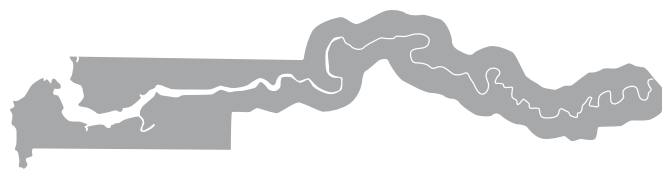
Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MIC3 Survey, 2005-2006.(2)

Prevalence and Sectoral Distribution of Worst Forms of Child Labor

Children in The Gambia are engaged in the worst forms of child labor, including in street work and commercial sexual exploitation.(3-5) Girls work in street vending, often selling food items such as sweets, water, nuts and fruits for their parents.(3) Boys in urban areas work as taxi or bus attendants, apprentices in auto repair garages, street vendors, and in manual labor.(6, 7) Children working on the streets may be exposed to severe weather, are at-risk of injuries caused by their proximity to automobiles, and encounter criminal elements that make them vulnerable to the worst forms of child labor.(8)

Many children in rural areas are engaged in agricultural production.(3, 6) Children's work in agriculture commonly



involves using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(9) Children are also believed to work in carpentry, masonry, sewing, plumbing, and as auto mechanics.(6, 10) Limited evidence suggests that in mechanics shops, children deal with poisonous gases.(7) This is also reportedly the case in metal welding workshops.(11)

Children in The Gambia also work in domestic service. In particular, some girls from rural areas reportedly leave school to seek work as domestic servants in urban centers.(12) Child domestic labor commonly involves long hours and exposes children to physical and sexual exploitation by their employers.(13)

Commercial sexual exploitation of children continues to be a serious problem in The Gambia.(14-16) Some children, including orphans, work in brothels.(10) Evidence suggests that sexual exploitation of Gambian children in touristic areas persists, although stricter laws and enforcement have driven such activity away from major hotels and toward lower-end guest houses and motels.(15, 17)

In The Gambia, it is a common practice to send boys to receive education from Koranic teachers called *marabouts*. In the past, many Koranic students, or *almudos*, were forced by their teachers to beg in the streets for money and food.(6, 10) However, reports suggest that *marabouts* rarely forced *almudos* to beg after the police began intervening and ordering *marabouts* to stop the practice.(10, 14, 17) Reports suggest that instead of requiring *almudos* to beg, many *marabouts* are giving their students items to sell on the street.(14) *Almudos* in rural areas often engage in long hours of farm work.(3)

Within The Gambia, children are trafficked for domestic service and commercial sexual exploitation, including in the tourism industry.(10, 14) Children of both sexes are trafficked to and from neighboring countries to work in the sex trade, domestic service and street work.(6, 14)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Act of 2007 prohibits children under 18 from engaging in agricultural, industrial or nonindustrial work. The Act includes exceptions for work done at vocational schools and training institutions as part of an educational program.(18)

Gambia, The

The Gambian Children's Act sets the minimum age for light work at 16 but permits children as young as age 12 to hold an apprenticeship with a craftsman.⁽¹⁹⁾ The Children's Act specifically prohibits children younger than age 18 from engaging in hazardous work, night work and work that interferes with schooling. It proscribes children's participation in specific dangerous industries, including seafaring, mining and quarrying.^(5, 18) It also prohibits children from carrying heavy loads; working in manufacturing industries, where chemicals are produced or machines are used; and holding employment in bars, hotels and places of entertainment, where a child may be exposed to immoral behavior.⁽¹⁹⁾

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	18
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	12
	Free Public Education	Yes

The Constitution and the Children's Act prohibit forced and compulsory labor.^(19, 20) Several laws, namely the Children's Act and the Trafficking in Persons Act of 2007, explicitly criminalize all forms of child trafficking.^(19, 21) During the reporting period, the National Assembly approved an amendment to the Trafficking in Persons Act that makes child trafficking punishable by life imprisonment.⁽²²⁾ The law also prohibits promoting child prostitution and procuring a child for sexual exploitation.^(19, 23) The Tourism Offenses Act of 2003 prohibits child trafficking, prostitution and pornography; it is specifically aimed at protecting Gambian children from exploitation by sex tourists.^(14, 17, 23-25) The Children's Act forbids procurement, use or offering of a child for illicit activities, including drug production and trafficking.⁽¹⁹⁾

Children under age 18 may not be recruited into the Armed Forces, as stipulated by the Children's Act.^(6, 19)

The Constitution guarantees the right to free education and school attendance is compulsory to age 12.^(10, 20) Children ages 12 to 17 may be particularly vulnerable to the worst forms of child labor, as they are no longer required to attend school but are not legally eligible to work. Further, lack of appropriate resources and infrastructure prevent the full provision of free compulsory education as mandated by law.⁽⁴⁾ Students who receive public, primary education are often charged school fees in violation of the Constitution.^(5, 10) However, the Government made an effort to increase the number of girls attending school by ensuring their tuition was waived.⁽¹⁰⁾

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Justice has recruited staff for the newly established National Agency Against Trafficking in Persons (NAATIP).⁽¹⁴⁾ The Agency has a Chief Executive Officer and two full-time investigators and is responsible for administering and monitoring the implementation of the Trafficking in Persons Act of 2007.^(6, 11, 26) Although the Government has established a coordinating body to combat trafficking in persons, research found no evidence that it has established a coordinating mechanism to combat other worst forms of child labor.

The Department of Labor (DOL), the Department of Social Welfare, NAATIP, and the Gambia Tourism Board (GTB) are responsible for enforcing the laws related to the worst forms of child labor. The DOL relies on tips and allegations to investigate possible child labor violations, but does not conduct targeted inspections.⁽⁶⁾ Based on the most recent information available, the DOL employs approximately five labor inspectors to conduct all workplace inspections, including those based on child labor allegations.⁽⁶⁾ The DOL also maintains an electronic database that contains information on all the cases related to child protection, including those involving labor and trafficking violations.^(14, 17) Although employee labor cards, which include a person's age, were registered with the labor commissioner, inspections rarely occurred.

All law enforcement agencies have units dedicated to either anti-trafficking or child protection, which enforce the criminal laws related to the worst forms of child labor.⁽¹⁴⁾

Child labor violations that occur in tourist resort areas, which typically involve sexual exploitation, are reported to the Department of Social Welfare or the GTB. Both agencies notify the Tourism Security Unit (TSU), which patrols these areas and enforces laws related to child labor, including sexual exploitation and trafficking.^(14, 17) The TSU is also responsible

for preventing unaccompanied children from entering tourist areas. The TSU and GTB are compiling a database of persons suspected of pedophilia or child trafficking.(14, 17) There was one prosecution related to the worst forms of child labor in 2011. A *marabout* was arrested and prosecuted for sending 20 students to beg in Senegal.(6) There were no convictions for child trafficking during the reporting period.(14)

Some evidence suggests that occurrences of *marabouts* forcing *almudos* to beg have declined dramatically because of Gambia's diligent enforcement efforts and greater public awareness of the problem. Gambian security forces monitor the activities of *marabouts* of the Koranic students found begging in the streets.(14) During the reporting period, the Department of Social Welfare and Police identified and repatriated 20 children who had been forced to beg in Senegal; most of these children were Gambian, but included six Senegalese boys who were identified as street children in the Greater Banjul Area.(11, 14)

Government Policies on the Worst Forms of Child Labor

The Gambia's National Education Policy (2004-2015) aims to expand education infrastructure; improve the quality of traditional and vocational education; and increase school enrollment, particularly among girls.(6, 27) Research has shown that the average number of hours worked per child has decreased since the implementation of the education policy.(28)

GTB responded to the problem of child sex tourism by partnering with NGOs to develop the Code of Conduct for the Protection of Children from Exploitation in Travel and Tourism; one pillar of the Code is to raise awareness within the tourism industry and among tourists.(15, 29) The Code has been incorporated into training for new hotel staff at the beginning of the peak tourism season in October. During an orientation for 50 members of the TSU organized by the GTB, each soldier was given a copy of the Code and was educated on how to curb child sex tourism in resort areas.(29) In February 2012, hotel staff also received training on the Code of conduct, courtesy of the GTB, the Child Protection Alliance and ECPAT Netherlands.(29)

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

The Government funds and operates a drop-in center that provides medical care, food and counseling to street children, including trafficking victims and *almudos*.(6, 14) Once *almudos* have registered in the drop-in center program, the

center tries to prevent children from returning to begging.(6) The Government also continues to run a 24-hour shelter for trafficking victims.(6)

In 2011, the Government of The Gambia also participated in several regional projects to combat the worst forms of child labor, including the regional USDOL-funded, 4-year ECOWAS Project. The ECOWAS Project, initially funded at \$7.95 million in 2009, was increased by \$5 million in 2010.(30, 31) This Project is assisting ECOWAS by developing systems to help its member countries reduce the worst forms of child labor; in 2011, it achieved a draft Regional Action Plan.(32)

During the reporting period, the Government was involved in several anti-trafficking efforts. It participated in trainings for law enforcement and tourism industry stakeholders on child trafficking for commercial sexual exploitation.(6) The Government is also participating in Children on the Move, a 3-year, sub-regional program funded by a Swiss NGO. The program targets trafficked children and supports repatriation efforts.(6)

Government-supported programs are not sufficient to reach all the children vulnerable to trafficking, commercial sexual exploitation and exploitive street work. Furthermore, existing programs do not target children working in agriculture and domestic service.

In accordance with its National Education Policy, the Government has made efforts to increase school enrollment and to improve the quality of education. One program provides basic school fees to girls.(6) The question of whether, and in what ways, government education programs have an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Raise the compulsory education age to 18 to be equivalent to the minimum age for work.	2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat all relevant worst forms of child labor.	2009, 2010, 2011
	Conduct targeted inspections in addition to complaint-based inspections.	2010, 2011
Policies	Explore ways to increase access to schooling to provide universal free, compulsory education as guaranteed by the Constitution.	2010, 2011
	Continue monitoring and evaluating the impact of the National Education Policy on child labor, including the average number of hours worked per child.	2010, 2011
Social Programs	Expand existing programs to prevent child trafficking, commercial sexual exploitation and street work.	2010, 2011
	Develop programs to assist children in agriculture and domestic service.	2009, 2010, 2011
	Assess the impact government education programs may have on addressing the worst forms of child labor.	2010, 2011

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Georgia

In 2011, Georgia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government created a new high-level inter-agency committee on vulnerable children, particularly street children, during the reporting period to coordinate governmental policy and oversee the efforts to address this issue. The Government is also undertaking a reform of its system of orphanages and similar institutions, to provide better care to vulnerable children, including street children. Large residential institutions are being closed in favor of group homes in which a small number of children live with foster families. However, gaps remain in enforcement and in the collection and dissemination of data, which hinders effective targeting of the policies and programs to address the worst forms of child labor. Although the extent of the problem is unknown, children in Georgia continue to be involved in the worst forms of child labor, including in street work such as begging. Children also work on farms, which may entail dangerous activities.



There are reports that the majority of the street children in Georgia are of Roma minority origin.(8, 9) School enrollment rates among street children in Georgia are low and illiteracy is high.(5)

Many children also work on farms.(3) Children working in agriculture in Georgia may use dangerous tools, carry heavy loads and work long hours.(4, 10) It is reported that agricultural work disrupts school participation among some ethnic minority children.(7)

Although the extent of the problem is unknown, some girls are trafficked for commercial sexual exploitation.(6)

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	29.1 (172,378)
Attending School	5-14 yrs.	92.1
Combining Work and School	7-14 yrs.	31.5
Primary Completion Rate		116.2

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MIC3 Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Georgia are engaged in the worst forms of child labor, primarily in street work, although the extent of the problem is unknown. They also work on farms which may include dangerous activities.(3, 4) Children found working in the streets are mainly involved in begging or selling small items such as scrap metal and glass.(3, 5, 6) Street work is reported to leave children vulnerable to abuse and exploitation.(7) Although evidence is limited, some street children have reported incurring debts at gambling facilities then being forced to beg or steal in order to repay those debts. According to one study, the majority of the street children are boys.(5)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work at 16, and the minimum age for hazardous work at 18.(11, 12) Children ages 14 to 16 who have parental permission may perform non-hazardous work. Minors under age 14 may be employed in sports, arts, culture and advertising activities.(3) The Government has a list of activities considered heavy, hazardous and harmful for all workers but begging and street work are not on that list. Georgian law prohibits anyone under age 18 from performing hazardous work.(3, 13) Minors are prohibited from working at night. The Administrative Violations Code empowers the courts to levy sanctions against employers found in violation of child labor laws.(3)

The Constitution states that "Labor shall be free," which has been interpreted to mean that forced and compulsory labor are prohibited.(7, 14) The minimum age for entry into the armed forces is 18.(15)

Children in Georgia are required to attend school only until age 14, which leaves children age 15 vulnerable to the worst forms of child labor, as they are not required to be in school but are not legally permitted to work either.(3) Education in Georgia is free through high school.(3) Roma minority children, in particular, have a low rate of enrollment in school.(8)

	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	14
	Free Public Education	Yes

Article 171 of the Criminal Code provides sanctions for persuading a minor to beg and involving or employing a minor in prostitution. The Code also prohibits the trafficking of minors and the possession, production, sale, distribution or promotion of child pornography; it imposes stringent penalties on the persons convicted of committing these crimes.(3, 16)

The Law of Georgia on Combating Human Trafficking establishes the roles and responsibilities of state agencies and creates a comprehensive set of tools to prevent trafficking in persons and protect and assist trafficking victims.(17, 18) The Interagency Anti-Trafficking Coordination Council for the Implementation of Measures against Human Trafficking (ICC) submitted several amendments to Parliament that, if passed, would add specific language to the Law on providing assistance to underage trafficking victims and minors found in the care of adult victims of trafficking.(17, 19) In December, Parliament approved an amendment to the Law on Grants permitting ministries to provide grants to NGOs. The amendment aimed, in part, to expand cooperation with trafficking-related NGOs.(20)

Institutional Mechanisms for Coordination and Enforcement

Various bodies in Georgia are involved in child protection. During the reporting period, the Government created a high-level inter-agency committee to coordinate state policy on vulnerable children, especially children living or working in the streets.(3, 21) The Government also relies on the

ICC; however, research found no evidence of a coordinating mechanism to combat other worst forms of child labor.(3) The Parliamentary Child's Rights Council, while inactive, is available to make legislative changes as necessary.(21)

The Minister of Labor, Health and Social Affairs, the Minister of Internal Affairs and the Minister of Education and Science have a joint Child Referral Mechanism in place that enumerates the procedures for referring children subject to any form of violence—including labor exploitation—to child protective services. The mechanism is aimed at creating a coordinated child protection system.(3)

The Ministry of Labor, Health and Social Affairs (MoLHSA) is responsible for child welfare issues and has one deputy minister who focuses on labor matters.(3) The Child Protection and Social Programs sub-department receives and forwards complaints of child labor violations to law enforcement agencies for investigation and potential prosecution.(22) MoLHSA's Social Service Agency assesses the situation of child victims to determine how to proceed.(23)

Despite being responsible for labor law enforcement, research has found MoLHSA to be a policy making and implementing body without inspectors or other means by which to enforce labor law. The Labor Inspectorate, within the former Ministry of Labor, Health and Social Security, was abolished under the 2006 Labor Code, leaving Georgia without any means to actively monitor workplaces for violations of child labor laws.(22, 24, 25) The Technical Oversight Inspection Agency, accountable to the Ministry of Economic Development, is responsible for labor inspections in occupations classified as hazardous. These inspections only uncover violations of child labor laws in conjunction with hazardous occupations.(3)

The Ministry of Internal Affairs (MoIA) is responsible for investigating child labor cases, including NGO and civilian reports of potential child labor violations.(3) In 2011, there was one ongoing child labor investigation. The Prosecutor's Office also registered one offense under article 171 of the Criminal Code; that investigation is ongoing.(3) There were no reports of children being removed as a result of inspections in 2011, nor were there reports of penalties or citations issued for child labor violations during the reporting period.(3)

The ICC coordinates government efforts against trafficking in persons and children. The body is chaired by the Minister of Justice; it includes representatives from state agencies and non-state entities.(17, 18, 26) The ICC coordinates a variety of efforts throughout Georgia to protect and rehabilitate victims of trafficking.(9) On February 22, 2012, Georgia signed an

MOU with Turkey on Cooperation in Combating Crime, with trafficking as a key priority.(20)

MoIA's Special Operations Department leads criminal investigations of trafficking in persons, including the trafficking of children, and turns actionable cases over to the Ministry of Justice for prosecution.(18, 23) Large-scale cases of trafficking are investigated by the Prosecutor's Office.(3) Police and district inspectors maintain contact with district inhabitants to obtain information on the children vulnerable to crime and abuse and to take protective measures.(9, 26)

Law enforcement training includes modules on trafficking in minors. The Basic Preparation Course for Patrol Police includes anti-trafficking training as well.(3) Government officials from a variety of agencies and consular officials abroad also attend training and seminars on trafficking in persons.(3) During 2011, the Government held trainings for police, prosecutors, judges and education officials that included guidance on the identification, protection, assistance and rehabilitation of child trafficking victims. Law enforcement officials also participated in a conference in which the investigation of child trafficking cases was a main focus.(27)

Two new sex trafficking investigations related to the worst forms of child labor also began in 2011; they led to the prosecution and conviction of two individuals. Both individuals received prison sentences of 12 years and the two minors involved were placed in shelters.(3) On February 1, 2012, the MoIA opened an investigation of the case of a 16-year-old female alleged victim of labor trafficking in Russia. The investigation is ongoing.(19)

Government Policies on the Worst Forms of Child Labor

The Child Action Plan of 2008-2011 established an overarching framework to improve the welfare of children; it included providing support to street children and victims of trafficking and exploitation.(28) The 2011-2012 Supplementary Plan provides guidance on closing large childcare institutions, widely recognized as the least appropriate option for children outside of family care, and on increasing the number of Government-financed small group homes and day care centers for vulnerable children, including street children; it also aims to strengthen the country's capacity to provide social protections.(29) The Plan is fully funded, including \$6 million from USAID; 20 small group homes became operational during the reporting period.(3, 28, 29)

The Government of Georgia has remained focused on education reform, having developed a new Education Strategy for 2010-2015 that follows up on its Consolidated Education Strategy and Action Plan of 2007-2011. The reforms include new curriculum and teaching standards as well as investment in improved education infrastructure.(29) There does not appear to be research on the impact of these education reform strategies on street children or on children working in agriculture or commercial sexual exploitation.

The Government of Georgia participates in several initiatives to improve national action plans and legal frameworks on combating trafficking in persons in Armenia, Azerbaijan and Georgia.(30) During the reporting period, the 2011-2012 National Action Plan on the Fight Against Trafficking in Human Beings was adopted and received \$483,000 in funding from the Government of Georgia and \$70,000 from international donors.(3) Implementation of the Plan began during the year and included trafficking discussions with youth in various regions of the country and the training of 320 institutionalized youth on trafficking and its prevention.(27) In addition, government cooperation with NGOs intensified in early 2012 through several meetings and the signing of an MOU with key NGOs involved in anti-trafficking efforts. Additional MOUs are being negotiated in an attempt to build trust, transparency and complementary services.(20)

The Government has not collected data on the worst forms of child labor, which hampers its ability to formulate policies and programs.

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

The Government has worked largely in cooperation with international organizations, NGOs and foreign aid agencies to improve the welfare of children and address the plight of street children.

The Government supports USAID's \$5.4 million Strengthening Childcare Services and Systems Project (2010-2013). The Project assists Georgia's children to improve their access to social benefits for vulnerable groups; to improve alternative care and expand family support services and to strengthen policy, oversight and accountability in the child care system.(31) During the reporting period, the Project supported the training of 30 social workers and recruited an additional 50 as part of the Child Care System Reform and Plan of

Action for 2011–2012 led by the Government of Georgia and supported by several NGOs, international organizations and foreign aid agencies.(31)

Georgia's MoLHSA and Social Service Agency partner with UNICEF in their child care reform efforts. UNICEF, with support from international donors, supports Georgia's child care reform plans.(3) The inter-agency committee to coordinate policy on vulnerable children, including street children, together with UNICEF has developed a \$2 million pilot-program entitled "Reaching Highly Vulnerable Children in Georgia with a Focus on Children Living and/or Working on the Streets," pending funding from the EU.(3)

The Government of Georgia earmarked \$3.4 million in the 2011 budget to provide free textbooks for extremely vulnerable children.(3) In early 2012, the Ministry of Education and Science, the Georgia branch of the IOM, and the Swiss Cooperation Office for the South Caucasus initiated a program to include trafficking prevention and safe migration information into the Georgian educational curriculum.(20)

The Law of Georgia on Combating Human Trafficking established the State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking (SFVPA) to

protect, assist and rehabilitate trafficking victims, including minors.(3, 17) The SFVPA implements the Government's Rehabilitation and Reintegration Strategy and operates two trafficking shelters in Batumi and Tbilisi.(18) In addition, the SFVPA funds the Assistance to Victims of Trafficking in Persons Hotline and a related Web site.(22) The Government increased funding levels for the SFVPA for 2012. The Ministry of Justice also supports a hotline for reporting on human rights abuses, including trafficking.(3, 22) In early 2012, the ICC held a number of outreach events focused on vulnerable groups, such as internally displaced communities.(19) Under the new authority of the Law on Grants, the Government has made two grants to NGOs for anti-trafficking work.(19, 20)

The Government's Social Service Agency, within the MoLHSA, administers a pension program and Targeted Social Assistance (TSA) that provides financial assistance to the poorest 10 percent of the population. According to UNICEF's analysis of available data, the pension program and TSA pulled 9 percent and 5 percent of children, respectively, out of extreme poverty.(29)

There does not appear to be research on the impact of these programs on child labor. Research found no evidence of any programs to assist children engaged in agriculture.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Add begging and street work to the hazardous work list.	2009, 2010, 2011
	Increase the age of compulsory schooling to 16, the minimum age for work.	2009, 2010, 2011
Coordination and Enforcement	Establish a mechanism to coordinate all government efforts against the worst forms of child labor.	2009, 2010, 2011
	Reestablish the Labor Inspectorate, or establish an equivalent body, to enforce child labor legislation.	2009, 2010, 2011
Policies	Collect data on children engaged in the worst forms of child labor, specifically in agriculture and street work, in order to inform policies and programs.	2009, 2010, 2011
	Assess the impact of education and child welfare reform policies on children working in agriculture, on the street and in commercial sexual exploitation.	2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Assess the impact that the childcare, education, and social assistance programs may have on preventing and removing children from the worst forms of child labor.	2009, 2010, 2011
	Expand and develop social programs to assist children engaged in or at risk of entering the worst forms of child labor, particularly children working in in agriculture.	2009, 2010, 2011

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In 2011, Ghana made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government ratified ILO Convention 138 concerning the Minimum Age for Admission to Employment. Ghana also tested its harmonized Child Labor Monitoring System (CLMS) in one cocoa-growing community and trained 335 community monitors and data collectors in preparation for the expansion of this system into 60 communities. Additionally, Ghana continued to provide services to children through programs to reduce the worst forms of child labor in cocoa-producing regions and fishing villages. However, gaps remain in the enforcement of laws addressing the worst forms of child labor. Children continue to be engaged in the worst forms of child labor, especially in dangerous activities in the agriculture and fishing industries.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	43.5 (2,731,596)
Attending School	5-14 yrs.	83.1
Combining Work and School	7-14 yrs.	39.8
Primary Completion Rate		94.0

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MIC3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst forms of Child Labor

Children in Ghana are engaged in the worst forms of child labor, many of them in agriculture and fishing.(3-5) Children working in agriculture may use dangerous tools and carry heavy loads.(3, 5) In the cocoa sector alone, 54 percent or an estimated 538,297 children have reported injuries from hazardous activities according to a USDOL-funded report by Tulane University.(5, 6)

In Ghana, thousands of children work in the fishing sector, including in deep-sea fishing, lagoon fishing and lake fishing. These children risk injuries and even death while performing tasks such as diving to untangle fishing nets.(4, 7, 8) Children are trafficked to Lake Volta for this purpose and are known to fish for tilapia and other types of fish, which reportedly include mudfish, silverfish, catfish, latesfish and electric fish.(9-12)



The Ada District is one of a number of sending communities for Lake Volta's fishing industry. In Ada and other sending communities, families give their children (typically young boys) to traffickers in exchange for a small sum of money and a promise of employment for the child.(4, 13-15)

Children, particularly in the Ashanti and Greater Accra regions, work in domestic service. They work long hours at risk of physical and sexual abuse.(16-19) Many of these children have never been to school or have dropped out.(16, 17, 19) Children, mostly girls, work as porters in urban areas, beginning as young as age 6. These children, referred to as *kayayees*, are at risk of injury from transporting heavy loads and from vehicle accidents.(3, 20-22) Children who live on the streets, as well as other children, are also subject to commercial sexual exploitation.(17, 18, 23)

Children, especially boys, herd cattle, risking injury and even death from snakebites, as well as wasp and scorpion stings. They report being beaten by cattle owners or farmers and being unable to attend school because of their work.(4, 24)

Children work in quarrying and small-scale mining, in mines including gold and reportedly diamond mines.(17, 25, 26) These children risk injury from flying shards when they are

crushing rocks and from lifting heavy loads when extracting ore. Such children also risk death from the collapse of pit mines.(27-30) Some of these children may be subject to debt bondage.(17) Although evidence is limited, children are also reportedly engaged in the worst forms of child labor in salt production.(4, 31)

In addition, some children in the Volta region are involved in *Trokosi*, a form of religious servitude that can last from a few months to 3 years. This practice requires children to atone for their family members' sins by assisting with prayers and maintaining religious shrines for priests, elders or the owners of the shrines.(3, 18, 20)

Ghana is a source, transit and destination country for the trafficking of children for commercial sexual exploitation and forced labor.(32) According to the Ministry of Women and Children's Affairs' National Database on Human Trafficking, 70 percent of the trafficking in Ghana was domestic in 2010, and 78 percent of the victims were children between ages 4 and 16.(33) Within Ghana, children are trafficked across rural areas, or from rural to urban areas, to work in fishing, agriculture, portering, begging, street vending, domestic labor and commercial sexual exploitation.(12, 32) Ghanaian children are also trafficked to neighboring countries in West Africa for labor exploitation.(32, 34)

Although access to free education is mandated by law, it is hindered by a shortage of classrooms and by schools without teachers or materials. For some children, attending school is practically impossible, as their villages are located many miles away from the nearest school, and there is no form of public transportation.(29, 35-38) Not all children have the mandatory uniform and some children without uniforms may be turned away from school.(17, 39) Children, especially girls, also reported being sexually assaulted and harassed by teachers.(17)

Laws and Regulations on the Worst Forms of Child Labor

The Children's Act sets the minimum age for employment at 15 and explicitly applies it to both the formal and informal sector. This Act prohibits children younger than age 18 from engaging in certain activities deemed hazardous, including work in mines or quarries, and at sea or in venues likely to expose children to immoral behavior.(40) In addition, Ghana has issued a Hazardous Child Labor Activity Framework for the Cocoa Sector, which defines certain activities as hazardous and prohibits children younger than age 18 from engaging in them. Such activities include felling trees, burning bushes, applying chemicals, carrying overly heavy loads, using machetes

for weeding, harvesting with a hook, and working on a farm for more than 3 hours per day or more than 18 hours per week. (6) The Government of Ghana has also developed a list of worst forms of child labor occupations that includes domestic labor, working as *kayayees* and other urban informal work activities.(41)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Education is free, and although the law does not make school mandatory until a particular age, it does require 11 years of school.(37, 40) Even if a child starts school at age 4, upon completing 11 years of schooling, that child would be 15—the minimum age for employment.

The Constitution prohibits forced labor, slavery and servitude; it also states that every child has the right to be protected from engaging in work that constitutes a threat to children's health, education and development.(42)

According to the Criminal Code of 1998, ritual servitude is illegal in Ghana. The Government has interpreted the ritual servitude provision as applying to the religious servitude practice of *Trokosi*. The Criminal Code also prohibits persons with custody, charge or care of a child younger than age 16 from encouraging that child to become involved in prostitution.(43) The Criminal Code stipulates that it is illegal to procure any person younger than age 21 "not being a prostitute or of known immoral character." This provision makes criminal punishment dependent on a judgment of the child's moral standing, which may leave some child victims of commercial sexual exploitation unprotected.(43) This provision contradicts the Children's Act, which calls for the best interest

of the child to be given primary consideration in any child-related matter.(40) The law also fails to criminalize the client who uses children under age 18 for prostitution.(40, 43)

The Criminal Code does not specifically establish offenses related to pornography or pornographic performances by a child under age 18 but lays down provisions prohibiting the production, distribution or exhibition of obscene materials or performances in general.(43) Ghana has also not taken any measures to address the use, offering or procuring of a child for illicit activities.(20)

The Human Trafficking Act prohibits the trafficking of children younger than age 18, including for the purpose of sexual and labor exploitation. The consent of a child or a guardian cannot be used as a defense for prosecution under this Act, which also provides for the rescue and rehabilitation of trafficking victims.(44) The minimum age for military recruitment is 18, and there is no conscription.(45)

On June 6, 2011, Ghana ratified ILO Convention 138 concerning Minimum Age for Admission to Employment.(46)

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee on Child Labor (NSCCL) is mandated to oversee coordination, implementation and monitoring of programs targeting the worst forms of child labor.(47) The Child Labor Unit (CLU) of the Ministry of Employment and Social Welfare (MESW) serves as the Secretariat of the NSCCL, but is unable to effectively fulfill this mandate because it lacks financial resources. The steering committee is composed of three subcommittees: one that focuses on awareness-raising efforts; one focused on education and skills training; and one focused on the efforts related to the worst forms of child labor in the cocoa, fishing and mining sectors.(47, 48) The NSCCL is required to meet at least four times per year, which it did in 2011. During the reporting period, the NSCCL actively supported the efforts to reduce the worst forms of child labor by coordinating across government agencies and with diverse social partners.(13, 21, 47, 48)

The CLU is responsible for overseeing the activities to combat child labor.(21, 38) Combating child labor in the cocoa sector, however, falls under the direction of the National Program for the Elimination of the Worst Forms of Child Labor in Cocoa (NPECLC). The NPECLC, an MESW program, operates in collaboration with the Ghana Cocoa Board and the Ministry of Finance and Economic Planning.(21, 38)

In 2011, NPECLC tested the Ghana Child Labor Monitoring System (GCLMS) in Kwaebibirem.(49) This system enables communities to monitor, report on and coordinate services for children in exploitative situations and supports the goals of the Harkin-Engel Protocol.(5, 13, 33, 49) The GCLMS will function through community protection committees. As of December 2011, the MESW reported that 500 such committees were active.(13, 21, 50) In 2011, in preparation for a larger pilot of the GCLMS, the MESW also trained more than 335 community monitors and data collectors from 60 communities.(13, 21, 50) However, due to a lack of sufficient funding in 2011, the wider pilot scheduled for September 2011 was delayed until March 2012, when it was launched in 30 cocoa-growing communities.(13, 51)

Labor inspectors from MESW are responsible for the enforcement of labor laws and can enter any type of workplace.(21, 52). According to the Government of Ghana, these 86 labor inspectors conducted 187 inspections in 2011.(21) No information was available on the number of child labor violations identified from these inspections. The ILO Committee of Experts has expressed concerns over the small number of inspections carried out.(53) The Government of Ghana acknowledges that the number of labor inspectors is insufficient and that these inspectors lack office facilities and funds for transportation or fuel.(21, 53)

In the informal sector, the District Assembly and the District Social Welfare Officer also have the authority to investigate and report findings to the police.(38) According to a study conducted in December 2010 by an independent government ombudsman from the Commission for Human Rights and Justice, 1,065 cases of child labor were reported in 2010.(54) Information about how these violations were handled, whether children were assisted as a result of inspections and whether penalties were applied is unavailable; no such study is available for 2011.

The Human Trafficking Secretariat under the Ministry of Women and Children's Affairs coordinates anti-trafficking activities. In addition, the Anti-Trafficking Unit of the Criminal Investigation Division of the Ghana Police Service is responsible for enforcing anti-trafficking laws.(32, 38, 54) The Government of Ghana maintains regional Anti-Human Trafficking Units (AHTU) in nine regions as part of its enforcement efforts against trafficking.(24) In 2011, 232 AHTU investigators and prosecutors were trained in investigating trafficking in persons.(55) Following this training, the AHTU rescued 116 children in the Lake Volta area in a joint operation with INTERPOL.(21, 56)

During 2011, the AHTU prosecuted at least 19 cases of trafficking and assisted 671 children by rescuing them from trafficking or by providing rehabilitation services to them. Additionally, the Ghana Police Service rescued at least 3 children working in the cocoa area and 65 minors from prostitution.(21) Law enforcement also arrested 30 individuals in one child endangerment operation, resulting in 28 convictions.(21, 56) Ghana has been working on developing a database but at this time, no comprehensive statistics are maintained and there is no complete information about prosecutions or sentencing for convicted violators of the Trafficking Act. In addition, officials within the Government agree that law enforcement efforts are weakly coordinated.(15, 21, 54, 55)

Government Policies on the Worst Forms of Child Labor

The Government of Ghana launched its National Plan of Action for the Elimination of the Worst Forms of Child Labor in June 2011. The Plan, which was adopted in 2010, provides a comprehensive framework to significantly reduce the worst forms of child labor by 2015.(21, 38) As part of this Plan, MOUs were signed with 23 government agencies that establish the role of each agency in the fight to reduce the worst forms of child labor.(57)

The Government of Ghana also continued implementing its National Plan of Action to Eliminate the Worst Forms of Child Labor in the Cocoa Sector, which aims to eliminate the worst forms of child labor in this sector by 2011 and to contribute to the elimination of the worst forms of child labor in all other sectors by 2015.(21, 58)

In 2011, Ghana took steps to implement its commitment to the 2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol (2010 Declaration) with an accompanying Framework of Action.(13, 59, 60) Under the 2010 Declaration, Ghana agreed to provide appropriate resources and coordinate with key stakeholders (including USDOL and the International Chocolate and Cocoa Industry) on efforts to reduce the worst forms of child labor in cocoa-producing areas. As part of its commitments to this 2010 Declaration, Ghana is monitoring all project efforts implemented under the Framework to ensure alignment with its national action plans and to promote coherence and sustainability.(59, 60)

Child labor concerns have also been mainstreamed into the following national development agendas and key documents: Ghana's Medium-Term National Development Framework,

the Ghana Shared Growth and Development Agenda (2010-2013), the National Social Protection Strategy, the National Education Development Plan (2003-2015), the National Plan of Action to Combat Trafficking: Trafficking in Persons Must End, and the Savannah Accelerated Development Program.(30, 36, 38, 55, 61)

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

The Government of Ghana continues to support and participate in social programs with diverse partners. Ghana operates a cash transfer program, called Livelihood Empowerment Against Poverty, which makes monetary grants to households conditional upon the children not engaging in child labor and attending school.(20, 21, 35, 61) This program reached 45,000 households in 83 districts in 2011.(21)

As part of its commitment to the 2010 Declaration, the Government of Ghana continued its efforts to reduce the worst forms of child labor in cocoa-producing regions.(13, 59) In 2011, Ghana expended \$1.2 million in resources related to such activities; of this amount, \$960,000 supported GCLMS development and pre-testing. The remainder of the funding supported the efforts to provide remediation services to children who had been rescued from exploitative child labor in cocoa-growing areas.(13) However, as of 2010 more than two-thirds of the cocoa-growing communities (or 3,463) remained without any remediation activities. This means that many children continue to need service.(62) According to a 2009 USDOL-funded survey conducted by Tulane University, only 3.2 percent of children working in Ghana's cocoa sector reported receiving project interventions.(5)

Under the 2010 Declaration, USDOL also committed \$10 million to a 4-year regional project to reduce the worst forms of child labor in cocoa-producing areas in Côte d'Ivoire and Ghana by providing direct services to communities.(29, 59, 60) In Ghana, the project will rescue more than 2,500 children and provide livelihood assistance to at least 1,000 families.(24, 29) In 2011, this project worked with the Government on the pretest of its national CLMS and conducted education needs assessments in selected cocoa-growing districts.(24, 63) The International Chocolate and Cocoa Industry committed \$2 million under the 2010 Declaration to a 4-year regional project in cocoa-producing areas in Côte d'Ivoire and Ghana; this project is helping those governments expand the CLMS and build the capacity of relevant stakeholders. In support of the 2010 Declaration's Framework of Action, the Hershey Company and Kraft Foods also launched projects in Ghana

to improve the families' livelihoods and increase the children's access to education.(13, 59)

Ghana maintained its engagement with the Empowering Cocoa Households with Opportunities and Education Solutions Project (2007-2011), funded by the World Cocoa Foundation, USAID and the cocoa industry. This Project worked to improve livelihoods for parents, and by the end of 2011, had awarded 120 scholarships covering the costs of 3 years of school-related expenses.(64) The 4-year, Phase II (2007–2011) Sustainable Tree Crops Program, funded by the same partners, raised awareness about preventing hazardous child labor. By December 2011, this project had provided training to 8,247 farmers.(65)

The Government of Ghana also participated in a 4-year, \$7.95 million regional project funded by USDOL, which is reducing the worst forms of child labor in fishing, mining and commercial agriculture (cocoa and coffee), and is supporting the efforts to develop an updated national action plan. This project will provide education services to more than 500 children working in agriculture, 2,274 children in fishing and 2,276 in mining, in order to withdraw them from or prevent them from entering the worst forms of child labor.(27) The project has already provided education services to 3,454 children in Ghana.(66) In 2010, USDOL funded a \$5 million second phase for this regional project offering livelihood services for the families of children rescued from the worst forms of child labor. In Ghana, this second phase will provide education services to 1,000 children working in agriculture (cocoa) and livelihood services to 1,000 families.(67) In 2011, this project worked with the National Association of Teachers to launch a manual on child labor for educators.(68)

In 2011, Ghana maintained its participation, in a 4-year project partially funded by USDOL to conduct a national child labor survey. The information gathered will improve targeting for future social programs.(69)

In 2011, the Government also increased awareness about child labor, especially hazardous work. This included supporting community child protection committees that raised awareness about the worst forms of child labor at the community level.(13, 21)

Ghana continued to participate in an anti-trafficking project with IOM that rescued 20 child trafficking victims from exploitative child labor in fishing villages on Lake Volta. The project worked with the Department of Social Welfare to provide rescued children with psychological and rehabilitative services.(12, 70) In 2011, Ghana's Department of Social Welfare, with the support of community business organizations, also continued to provide rehabilitation and reintegration facilities for children working as *kayayes*.(20)

A USDOS-funded 3-year project launched in 2010, continues to work with Ghana to reduce the trafficking of children into domestic service through the provision of microcredit and training for families.(71)

The Government of Ghana continued a program to provide uniforms to needy children; it also worked with NGOs to provide school supplies. Ghana also continued to build schools and increased support to a National School Feeding Program, permitting it to reach 1 million pupils by December 2011.(21, 24, 72) Ghana's education framework includes a specific focus on increasing the number of trained teachers and improving vocational training in order to better retain students.(38) No assessment of the impact of these programs on reducing the worst forms of child labor has been identified.

The Government of Ghana acknowledges that the efforts to provide services to children exploited in domestic service and in the fishing sector are insufficient. In addition, research suggests that government efforts to combat the worst forms of child labor in the mining sector and among *kayayes* are not sufficient either to address the magnitude of the problem.(18, 27, 73)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Criminal Code to provide protections from sexual exploitation for all children, including those who have been exploited as prostitutes.	2009, 2010, 2011
	Take measures to address the use, offering or procuring of a child for illicit activities.	2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Increase the number of labor inspectors and inspections; allocate adequate funding to support enforcement efforts; and collect appropriate statistics on investigation, prosecution and convictions of child labor and trafficking laws.	2009, 2010, 2011
	Strengthen coordination among law enforcement officials to enhance enforcement actions.	2009, 2011
	Strengthen the Ministry of Employment and Social Welfare's Child Labor Unit so that it can fully carry out its mandate and serve as the Secretariat of the NSCCL.	2011
Social Programs	Expand and improve programs to prevent children's involvement in exploitative child labor, including scaling up and fully funding the GCLMS to allow for national coverage.	2009, 2010, 2011
	Link children engaging in or at risk of engaging in the worst forms of child labor with the appropriate social programs, such as the Livelihood Empowerment Against Poverty Program and the National School Feeding Program.	2009, 2010, 2011
	Throughout cocoa-growing regions, replicate and expand successful project interventions to address exploitative child labor.	2009, 2010, 2011
	Expand efforts to address the worst forms of child labor, including in the fishing and mining sectors, as well as in domestic service and among the <i>kayayes</i> .	2009, 2010, 2011
	Increase access to education by providing safe classrooms, teachers and materials.	2010, 2011
	Assess educational programs aimed at reducing the worst forms of child labor.	2011

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In 2011, Grenada made no advancement in efforts to eliminate the worst forms of child labor. While the worst forms of child labor do not appear to be a problem in Grenada, the Government's ability to prevent children from becoming engaged in exploitative work is limited due to a lack of express prohibitions against children's involvement in hazardous work, the sale and trafficking of boys for prostitution, and the sale and trafficking of children for forced labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		121.2

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Research has not identified evidence of the worst forms of child labor in Grenada.(3)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act sets the minimum age for employment at 16 and prohibits forced labor.(4) Provisions prohibiting the employment of children in hazardous work do not exist.(5)

The Criminal Code prohibits the sale and trafficking of girls for prostitution as well as the production of pornography or pornographic performances involving girls, but does not include similar prohibitions for boys. Although the Constitution prohibits slavery and forced labor, the Criminal Code does not specifically prohibit the sale and trafficking of children for forced labor.(3, 5-7) Research did not find evidence of laws prohibiting the use of children in illicit activities.

Grenada has no regular military force and thus no military recruitment.(8, 9)

Under the Education Act, schooling is compulsory and free until age 16.(3, 10, 11)



	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	16
	Minimum Age for Hazardous Work	No
	Compulsory Education Age	15
	Free Public Education	Yes

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor in Grenada.

The Ministry of Labor (MOL), Child Welfare Authority, Royal Grenada Police Force and Ministry of Education (through its truancy officers) are the government agencies responsible for

enforcing laws related to child labor and school attendance.(3) The MOL has seven labor inspectors.(3) Although labor inspectors are authorized to act on possible child labor law violations that they encounter during their normal duties, child labor inspections are complaint-driven. No inspections were carried out during the reporting period because there were no complaints.(3)

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor in Grenada. Although the worst forms of child labor may not be a problem in Grenada, no government-funded or government-conducted studies on child work activities were identified to determine if any of the worst forms of child labor exist.

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

There appears to be no need for programs to address the worst forms of child labor in Grenada in the absence of a demonstrated problem. The Government does implement programs to promote education, however, which may contribute to the prevention of child labor. The Government has a School Feeding Program in its primary schools, which provides free breakfasts and subsidized lunches to students. Eleven secondary schools also participate.(12) The lunch fee is waived for students who cannot afford to pay.(10) The Government also participates in World Bank-funded projects designed to increase children's access to and improve the quality of secondary education, and to protect vulnerable populations by strengthening social safety nets.(13, 14)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish specific provisions prohibiting hazardous work for children.	2009, 2010, 2011
	Extend existing prohibitions on sale and trafficking for prostitution, the production of pornography or pornographic performances to boys.	2010, 2011
	Establish prohibitions on the sale and trafficking of children for forced labor.	2009, 2010, 2011
	Prohibit the use of children in illicit activities.	2011
Policies	Conduct research to determine if any of the worst forms of child labor exist in Grenada.	2009, 2010, 2011

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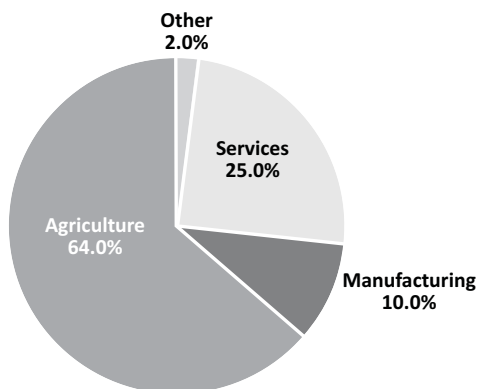
In 2011, Guatemala made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government established inter-agency committees for the eradication of child labor in every department of the country, with the aim of identifying and reducing child labor at the municipal level. In early 2012, the Government announced new, large-scale anti-poverty and education programs, which will assist children vulnerable to the worst forms of child labor. Despite these efforts, some provisions in the Labor Code allow exceptions to the minimum age for work and are inconsistent with international standards. Inspections are insufficient in number and underfunded relative to the scope of the problem. Children continue to engage in the worst forms of child labor, especially in hazardous activities in agriculture and manufacturing.



Statistics on Working Children and Education

Children	Age	Percent
Working	7-14 yrs.	18.2 (528,003)
Attending School	7-14 yrs.	85.3
Combining Work and School	7-14 yrs.	12.7
Primary Completion Rate		83.7

Working Children by Sector, Ages 7-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENCOVI Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Guatemala are engaged in the worst forms of child labor, primarily in hazardous activities in agriculture and manufacturing.(3-5) Work in agriculture often requires children to carry heavy loads and handle dangerous tools, while work in manufacturing often involves the use of dangerous machinery.(4, 5) Data from the Government's 2011 National Survey of Living Conditions (ENCOVI) indicate that two-thirds of child workers reside in rural areas, particularly in the southwest and western highlands.(6) In 2006, the ILO reported that half of all working children in Guatemala are of indigenous heritage, due in part to the great barriers these children face in accessing education. Many working indigenous children live in rural areas distant from schools.(4)

The majority of child labor occurs in agriculture in rural areas. (4) Children plant and harvest coffee, sugarcane, corn, beans and broccoli, which involves carrying heavy loads, exposure to extreme weather, and handling dangerous tools.(4, 7-12) Many indigenous children are exposed to dangerous machinery in flower and vegetable packaging. (4, 9) Indigenous children are also reported to work with dangerous tools in rubber and timber production.(4) Children manufacture gravel and fireworks, exposing them to hazardous tools and substances.(4, 9, 12-15) Children, primarily indigenous girls, also work in third-party homes as domestic servants, where they often work long hours, carry heavy loads and are at risk of burns.(11, 12)

Children work in the urban informal sector as peddlers and shoe shiners in densely transited streets, where they are vulnerable

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to vehicle accidents, severe weather and criminal activities. (4) Children also work in bricklaying and as garbage recyclers, which expose them to hazardous chemicals and tools.(4)

Children are trafficked to, from and within the country for commercial sexual exploitation and labor exploitation. (16) Commercial sexual exploitation of children is found in Guatemala City and on the border regions with Honduras and Mexico. Child sex tourism is prevalent in the cities of Antigua, Puerto Barrios, and around Lake Atitlan.(16) Although evidence is limited, there are reports that children are exploited for forced labor in street begging and in municipal dumps.(12) Limited evidence also indicates that criminals recruit children for illicit activities such as transporting contraband and other illegal drug activities.(12)

Laws and Regulations on the Worst Forms of Child Labor

The Constitution and the Labor Code set the minimum age for employment at 14.(17, 18) The Labor Code allows the Ministry of Labor (MOL) to authorize children under age 14 to work under exceptional circumstances. In 2006 the MOL signed a Government Agreement reiterating the Labor Code’s prohibition of the employment of children under age 14 and committing the MOL to grant exceptions to the minimum working age only in very special cases.(17, 19, 20) However, children under age 14 may still legally work under the exceptional circumstances allowed by the Labor Code. Guatemala sets the compulsory age for education at 15.(18, 21)

Guatemala’s Labor Code sets the minimum age for hazardous work at 18.(17) Guatemala has also adopted a comprehensive list of hazardous occupations in which minors under age 18 are prohibited from working.(22) These include working with explosive or toxic substances; mining; working with machinery; working underwater; domestic labor; working with agrochemicals or garbage; working in the street, in bars or in other establishments where alcoholic beverages are served; and working in illicit occupations such as producing and trafficking drugs.(22) The Penal Code establishes criminal penalties for employing children in dangerous work; however, it is unclear whether the provisions and sanctions in the Penal and Labor Codes regarding dangerous work are directly applicable to violations of the list of hazardous occupations for children.(17, 23)

The Constitution and the Penal Code specifically prohibit forced labor.(18, 23) In addition, the Law against Sexual Violence, Exploitation and Human Trafficking prohibits child pornography, including its production, distribution and possession.(24) The law establishes penalties for procuring, inducing, facilitating and benefiting economically from child prostitution.(23, 24) The law also prohibits trafficking in persons—including trafficking for the purposes of forced labor and sexual exploitation—and provides stiffer penalties for the trafficking of minors.(24) The Penal Code provides for increased sentences for criminals that involve minors in illicit activities.(23) The Law of Integral Protection of Children and Adolescents (Legislative Decree 27-2003) sets the minimum age for service in the military at 18.(25)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Institutional Mechanisms for Coordination and Enforcement

The Government’s National Commission for the Eradication of Child Labor (CONAPETI), an interagency commission led by the Vice President, coordinates government efforts to combat child labor.(6, 26) During the reporting period the CONAPETI met 10 times and established inter-agency committees in each of Guatemala’s 22 departments, which will work with local officials to identify and combat child labor at the municipal level.(6, 20) The MOL also operates nine Executive Secretariats throughout the country that work to coordinate the efforts of NGOs and local government agencies on child labor.(26)

In addition to CONAPETI, the Government has designated the Secretariat against Sexual Violence, Exploitation and Trafficking in Persons (SVET) in the Vice President’s office as the agency responsible for coordinating all government efforts against child trafficking and the commercial sexual

exploitation of children. In 2011, the SVET received a budget of \$641,025.(27) During the reporting period, the SVET trained 405 public authorities, including educators, lawyers, investigators and judges, on trafficking issues.(27)

The MOL's Adolescent Workers Protection Unit (UPAT) and Office of the Inspector General are responsible for enforcing child labor laws, including prohibitions on children engaging in the worst forms of child labor.(20, 26) The Office of the Inspector General and UPAT receive child labor complaints via telephone, in writing, through the MOL's Web site and in person at the MOL or at 1 of its 24 regional offices. (20, 26) During the reporting period, 151 complaints were filed regarding child labor.(20) It is not known if the MOL investigated the complaints received. Inspectors that find children engaged in hazardous work are required to refer them to government social services. In Guatemala City, services for children are coordinated by UPAT, while cases outside of the capital are referred to departmental social welfare offices.(20)

The MOL requires all routine inspections to address the worst forms of child labor.(20, 28, 29) Twelve of the MOL's 218 inspectors dedicate part of their time to responding to child labor complaints.(6) In general, labor inspectors, including those responsible for responding to child labor complaints, lack sufficient resources for transportation, such as vehicles and fuel; as a result they cannot carry out sufficient inspections.(6) The MOL cannot fine employers for violating the Labor Code; instead it relies on labor courts to impose sanctions, which significantly delays the process of penalizing violators. (20, 26, 30, 31)

During the reporting period the MOL conducted 1,205 inspections specifically targeting child labor: 912 inspections of farms suspected of using child laborers, 272 of facilities where fireworks are produced or sold, and 21 of restaurant establishments.(6, 20) As a result of the inspections in the fireworks sector, 39 child laborers were found, withdrawn, and provided with social services through the UPAT.(20) Information was not available on the total number of child laborers found during the reporting period or the services provided to them. In 2011, the MOL pressed charges against 26 businesses for child labor violations.(20) Information was not available on whether businesses were penalized or paid fines for child labor violations during the reporting period.

Child trafficking and commercial sexual exploitation investigations are primarily handled by police and prosecutors. (32) The National Civil Police has eight staff members, and the Public Ministry has five prosecutors, who are all dedicated to investigating such crimes.(32) Suspected cases of child trafficking can be reported through a hotline

maintained by the General Directorate of Immigration.(27) During the reporting period, the MOL trained 40 inspectors on the Law against Sexual Violence, Exploitation and Human Trafficking.(33)

From January to October 2011, the Government received a total of 354 complaints regarding trafficking in persons, an increase from 235 complaints in all of 2010; however, the data did not distinguish between adult and child trafficking cases.(27) The Human Rights Ombudsman Office received 46 complaints of trafficking in persons, of which 60 percent were for the commercial sexual exploitation of children and 3 percent for child pornography.(27) No information was available on the number of investigations or convictions in cases of child trafficking.

Government Policies on the Worst Forms of Child Labor

During the reporting period the Government continued to implement a roadmap toward the Elimination of Child Labor in Guatemala, which aims to end the worst forms of child labor by 2015.(34) The roadmap integrates child labor into anti-poverty, education, and health programs. It calls for legal reform to eliminate exceptions to the minimum age in the Labor Code and to comprehensively prohibit all forms of unsafe child labor.(31) The MOL also has an Intra-institutional Coordination Protocol to Assist Child Laborers, which sets guidelines that offices within the MOL can use to identify child laborers and sanction their employers.(22) In 2011, a joint public-private network against child labor carried out five workshops in 18 departments, training 300 government officials and civil society representatives on the roadmap's goals and the current legal framework regarding child labor.(20, 35) The Government's Secretariat of Social Welfare has a national protocol in place for identifying and assisting child victims of commercial sexual exploitation.(36) In 2011, the Secretariat of Social Welfare launched a specialized unit to monitor and evaluate public policies on the worst forms of child labor.(20)

During the reporting period, the Ministries of Education, Health, and Labor passed Ministerial Agreements relating to child workers. The Ministry of Education established a curriculum designed for working children in grades eight through ten, which combines formal education with vocational training.(6, 37) The Ministry of Health (MOH) created an internal commission to ensure that the MOH implements established protocols to register and report on child workers who have been injured on the job.(6) The Ministry of Labor established a new directive ordering labor inspectors to address compliance with provisions in ILO Conventions 77 and 78,

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which require working minors to undergo periodic medical examinations to determine their fitness for employment.(6, 20)

In February 2012, the Government of Guatemala announced a \$252.7 million new initiative called the Pact Against Hunger, a set of programs to combat malnutrition and reduce the vulnerability of approximately 701,000 families. The initiative includes the goals of strengthening local economies and broadening access to education for marginalized children.(38) The Government also announced it will implement programs and make investments to boost and diversify agricultural production in the most remote rural areas of the country, including technical training for farmers.(39)

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

During the reporting period, the Government of Guatemala participated in a 3.5-year, \$4.2 million USDOL-funded project that uses education and vocational training strategies to withdraw 5,720 children and to prevent 3,600 children from hazardous work in agriculture, child domestic labor and the urban informal sector.(40) With the support of the Government, the project is implementing education programs in 141 public schools in areas with high rates of indigenous populations and child workers in the departments of San Marcos and Totonicapán.(41) The project provides working and at-risk children with bilingual education services, after-school help, vocational training, and assistance to educators in rural multi-grade schools.(40) The project works with local governments and civil society organizations to help integrate child labor issues into local-level public policies, with the goal of developing municipal-level action plans to combat child labor.(42) The Government of Guatemala also continued to participate in a 4-year regional initiative to eradicate child labor, funded by the Government of Spain.(43)

The Ministry of Education continued to implement a program for students who have fallen behind in their educational attainment, with a particular focus on child workers. In 2011 the program reached 6,899 students in seven departments.(20)

During the reporting period, the MOL's Adolescent Workers Protection Unit continued to work with the ILO to teach adolescents about their labor rights and the negative repercussion that hazardous child labor can have on their lives. In 2011, the program reached 4,236 youth.(20)

As part of its efforts to address the commercial sexual exploitation of children, the Government of Guatemala runs shelters specifically for child victims of commercial sexual exploitation. During the reporting period, the Government inaugurated its first shelter with space and services for both adult and child trafficking victims.(27) It also referred child trafficking victims under protective custody by law enforcement agencies to NGOs that provide long-term care.(27)

Although the Government of Guatemala has implemented programs to address the worst forms of child labor in domestic service, agriculture, urban informal work, and commercial sexual exploitation, many children—particularly of indigenous descent—still perform hazardous work in these sectors. In addition, research found no evidence of Government programs to assist children performing hazardous work in manufacturing, particularly in gravel and fireworks production.

The Government also operates large-scale anti-poverty and education programs to assist vulnerable children, including those susceptible to the worst forms of child labor. This includes the My Family Progresses Program, which provides cash transfers conditioned on children attending school to approximately 870,000 families.(44) The Program's 2011 budget was \$123.8 million.(6) Another national program is Open Schools, which aims to provide opportunities for recreation and education to children in areas affected by high levels of poverty and violence.(45) Overseen by the Secretariat of Social Welfare, the Open Schools Program functions in 220 schools and benefits more than 270,000 children.(45) Although the Government of Guatemala has undertaken national efforts to combat poverty among vulnerable populations, the question of whether these programs have an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Prohibit exceptions to the minimum age for work within the Labor Code that are inconsistent with international standards.	2010, 2011
	Clearly establish and publicize penalties for violations of the List of Hazardous Occupations for Children.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Dedicate more resources to labor inspections, including funds for vehicles and fuel.	2009, 2010, 2011
	Authorize the Ministry of Labor to issue sanctions for labor law violations, including in cases of child labor.	2009, 2011
	Make information publicly available on the number of child labor violations and resulting penalties imposed on employers.	2011
	Make information publicly available on the number of child trafficking investigations and convictions.	2011
Social Programs	Expand social programs targeting the worst forms of child labor in agriculture, urban informal work and child domestic labor, with a particular focus on indigenous children.	2010, 2011
	Initiate social programs to address child labor in the manufacturing sector, particularly in gravel and fireworks production.	2009, 2010, 2011
	Assess the impact that existing social programs, including Open Schools, may have on addressing child labor.	2009, 2010, 2011

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In 2011, Guinea made a minimal advancement in efforts to eliminate the worst forms of child labor. The country continues to experience political instability, most recently exacerbated by an assassination attempt on its president. Despite this challenge, Guinea created an Office for the Protection of Children and Morals to enforce child labor and trafficking laws. A lack of coordination among existing government committees and a lack of social programs impede the government's capacity to enforce child labor laws. Children continue to work in dangerous activities in agriculture and the trafficking of children persists.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	7-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		64.1

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Guinea are engaged in the worst forms of child labor, including in dangerous activities in agriculture or as victims of trafficking for labor, domestic service and commercial sexual exploitation.(3-5) Children work in the agricultural sector in the production of cashews, cocoa and coffee. Although evidence is limited, children also engage in herding and the production of cotton, bananas and mangos. (3, 6-10) Children's work in agriculture often includes using sharp tools, handling pesticides, carrying heavy loads, climbing tall trees to gather fruits and exposure to dangerous animals.(8)

Children also work in gold and diamond mines and quarries. (11-13) Children in this sector work long hours, lack protective gear and are vulnerable to accidents, broken bones and respiratory, skin and other diseases.(8, 10, 12) Although evidence is limited, there is reason to believe that the worst forms of child labor are also used in the production of bauxite, granite, gravel (crushed stones) and sand.(8)

Child trafficking and prostitution also exist.(5, 11) Girls are trafficked internally and to Europe, for commercial sexual

exploitation and domestic service. Girls from neighboring West African countries are trafficked to Guinea for the same purpose. (5) Boys are trafficked within Guinea to work in agriculture and as street vendors, shoe shiners and beggars. Children who work on the streets may be exposed to severe weather, vehicle accidents and crime.(5, 10, 14, 15) Guinean boys and girls are trafficked within West Africa for mining, domestic work, forced labor and begging.(10, 16) Children may be trafficked by family members, friends, influential members of the community or by other persons of economic means who falsely promise a better future for the child.(10, 17)

Through the system of *confrage*, children from rural areas are sent to cities to work or to attend school.(4, 10) To pay their room and board, children, especially girls as young as age 5, work in domestic service. These children are not paid for their work and may be beaten and sexually exploited.(3, 4, 10, 18)

In Guinea, it is traditional practice to send boys, called *talibés*, to Koranic teachers to receive education, which may include vocational training or apprenticeship.(10, 19, 20) While some boys receive lessons, many are forced by their teachers to beg or work in fields and are sometimes beaten or otherwise mistreated if they fail to meet daily quotas.(7, 21)

Although education is free in Guinea, access it is hindered by school fees and the reported sexual assault of students by teachers.(22) Additionally, a significant number of Guinean children were not registered at birth, which may impede access to education, as the age of the child must be known before they may access to state-sponsored education.(10, 23)

Political instability, including an assassination attempt on the country's president in July 2011, and socioeconomic hardship stemming from the 2008 coup continued throughout the reporting period.(24) In addition, Guinea experienced

increased food and fuel process. As a result of these hardships, more children were pushed into exploitive situations, such as trafficking and forced prostitution.(25, 26)

Laws and Regulations on the Worst Forms of Child Labor

The minimum age for employment, as set by the Labor Code and Child Code, is 16.(11, 27, 28) However, the Child Code allows children under age 16 to work with written parental permission, which is contrary to the provisions of ILO Convention 138.(28) Children may work as apprentices from age 14, or from age 12 for apprenticeships involving light work in domestic service, agriculture and other sectors, with the approval of labor inspectors.(28) Because the Labor Code applies only to employment relationships, its protections do not apply to children under age 18 who do not have a formal employment contract, including in unpaid or temporary work in agriculture or domestic service.(7, 29) The Child Code includes a list of hazardous occupations from which children are prohibited.(28) Order 2791/MTASE/DNTLS/96 Working Conditions for Employees Aged under 18 Years excludes children younger than age 18 from working in hazardous conditions, including in mining.(28, 30) The Mining Code prohibits children under age 16 from working in mines or quarries other than as assistants; however, the role of assistant is not defined.(31) It is unclear if the provisions of Order 2791 extend to children working as assistants in mining.

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	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

By law, education is free and compulsory for 6 years.(10, 32) Although the age until which education is compulsory is unclear, the government reported to the UNESCO Institute of Statistics that education is compulsory beginning at age 7.(33) Based on this information, the approximate ending age is 13. Children who finish their schooling before reaching the legal working age are particularly vulnerable to the worst forms of child labor, as they are not required to be in school but are not legally permitted to work.

The Child Code prohibits the use of children in illicit activities and the recruitment and enlistment of children under age 18 into the armed forces.(28) The Child Code also prohibits sex tourism, pornography and forcing children to beg.(28) The Labor Code prohibits forced labor.(11, 27) The Child Code criminalizes child trafficking and prostitution.(28, 34) The Penal code also prohibits trafficking. However, trafficking as defined in the Penal Code is lacking several key elements.(35) For example, the Penal Code does not prohibit the procuring or offering a child for trafficking.(34)

Although the Child Code provides protection from the worst forms of child labor, there is some confusion surrounding the legality of the Child Code as it was not accompanied by implementing text from the president of the country.(15, 36) In addition to rendering the Code legal, the implementing text would lay out penalties for violations of the Child Code.(37) The Ministry of Justice has released an opinion stating that the Child Code is an exception and does not need implementing text. While the implementation text has been drafted, it can only be adopted by Presidential Decree, a vote in the National Transitional Committee or a vote by the National Assembly. (14, 15, 17, 24) However, there is no evidence that steps to implement the Child Code have been taken.

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Guinea has established a coordinating mechanism to combat the worst forms of child labor. A national committee was created to monitor and protect children's rights and to implement the Child Code. However, the accomplishments of this committee are unknown.(38) On March 17, 2011, President Condé issued a Presidential Decree establishing the National Human Rights Commission. Evidence on whether this Commission will work on the issue of child labor is not yet available.(39)

The National Committee Against Trafficking (CNLTP), led by the Ministry of Social Affairs, coordinates anti-trafficking

efforts.(15, 17, 36) The Committee comprises secretariat member representatives from the Ministries of Promotion of Women and Children, Justice and Security.(36, 38, 40) It also includes various members of governmental agencies, including the Ministry of Labor, the police, NGOs, and other stakeholders involved in trafficking issues. Although the CNLTP is required to meet quarterly on trafficking issues, evidence indicates it met irregularly during the reporting period.(15, 26, 37) The CNLTP coordinates enforcement actions between various actors, including labor inspectors and criminal investigators.(17)

The Ministry of Labor is the lead agency for the enforcement of child labor laws.(26) The Ministry of Labor employs 160 labor inspectors and support staff.(26) There were no labor inspections reported through September 2011.(11) Labor inspections typically are limited to large firms in the formal employment sector, even though the majority of children work in sectors such as agriculture.(11) There is a lack of trained staff, equipment, transportation and finances to conduct effective child labor inspections and legal proceedings.(11, 26)

The Ministry of Justice and the Ministry of Security's Office for the Protection of Children and Morals (OPGEM) lead enforcement efforts related to criminal investigations of the worst forms of child labor.(15, 17, 36) OPGEM employs 56 police officers to investigate crimes of child labor, prostitution and trafficking.(26, 36) Local authorities, police and border agents in individual prefectures can apprehend child traffickers at the country's borders.(17) The Ministry of Labor refers criminal cases to OPGEM, which may also conduct investigations regarding child labor in the formal labor sector. OPGEM coordinates Guinea's security forces, including the police and the *gendarmes*, in their child labor investigations. (36, 40) Reports suggest that the absence of clear coordination between the CNLTP and OPGEM resulted in conflict over limited resources for anti-trafficking activities during the reporting period.(15)

Research does not identify information on the number of investigations conducted, prosecutions, convictions, or criminal punishments handed down during the reporting period. (15, 26) Trafficking victims must be at least 12 years of age to bring suit against their trafficker, thus limiting a child's ability to take legal action against their trafficker.(17)

Government Policies on the Worst Forms of Child Labor

The Government of Guinea does not appear to have a comprehensive policy specifically to combat the worst forms of

child labor. However, in 2007, the Ministries of Social Affairs and the Promotion of Women and Children developed *A World Fit for Children*, a declaration and comprehensive action plan to assist children. It includes general protections and objectives against child labor, mistreatment, exploitation and violence to eliminate trafficking and sexual exploitation.(38) The plan does not specify concrete activities, tangible outcomes or targets to achieve its goals. Research has not identified the extent to which the plan is being implemented.

Guinea has a National Policy on Birth Registration, with a goal of registering 100 percent of children under age 8 by 2015.(41) The Ministry of National Education and Scientific Research has outlined a 7-year (2008-2015) program to address the education sector, which aims to improve access to education, minimize disparities and avoid exclusion from educational opportunities. The Results of program implementation are unknown.(42) The impact of this program on the worst forms of child labor has not been assessed.

Although Guinea has a National Action Plan to Combat Trafficking in Persons, the updated plan, covering years 2009-2013, is still awaiting adoption.(8, 17, 43)

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

The Government of Guinea continued to work with NGOs and international organizations on anti-trafficking programs. (15, 17) The Government also continued to work with international organizations on projects that created child protection committees, reviewed human trafficking legislation, provided training and awareness raising on trafficking to media and civil society, and provided officials and law enforcement officers with capacity-building training to manage migration and investigate trafficking.(38, 41, 44) The Government also took part in an IOM project that identified, returned and reintegrated minors identified as trafficking victims throughout the region.(44)

The Government of Guinea does not provide social services to trafficking victims.(15) Although there is no formal system to assist trafficking victims, the Government sometimes refers them to NGO service providers. In 2011, the Government implemented a large anti-trafficking and sexual exploitation radio and television awareness campaign in Kindia, Faranah and N'Zérékoré.(24)

Local authorities also took steps to reduce child labor during the reporting period. In Dinguiraye, the authorities decided to ban children from working in the mines through a decree by the prefect.(5) Prefectoral judges also supported community

leaders and security leaders in Guinean Month of the Child events that included discussions on the concepts of child trafficking and sexual exploitation, as well as instructions on how to complete the identification forms for victims, and the roles and responsibilities of the different stakeholders.(24)

The Government sat in as an observer in steering committee meetings of the 3 year, \$3.5 million USDOL funded project that ended in 2011. The project withdrew and prevented 9,819 children, including trafficking victims, from involvement in the worst forms of child labor.(24) The project worked with local authorities in their efforts to develop child labor activities.(24)

The Government of Guinea participated in two regional USDOL-funded projects, including a 4-year, \$7.95 million regional project and a 3-year, \$5 million regional project, both of which assisted ECOWAS member countries to

strengthen regional efforts to combat the worst forms of child labor. In 2011, with the assistance of the project, ECOWAS developed a draft Regional Plan of Action for the elimination of child labor.(45-49)

A \$24 million project funded by multiple donors, with participation from the Government, built 1,000 schools, trained teachers and improved Guinean curricula as a part of Guinea's fast track initiative for Education for All.(50) The impact of this effort on the worst forms of child labor has not been determined.

Current social programs do not provide adequate services to victims of child trafficking or the most prevalent worst forms of child labor, particularly in agriculture, mining and domestic service.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Increase the minimum age for compulsory education to correspond with the minimum age for work.	2009, 2010, 2011
	Complete the implementation framework for the Child Code.	2009, 2010, 2011
	Harmonize laws relating to the worst forms of child labor, including the Labor and Mining Codes and the Penal, Labor and Child Codes.	2010, 2011
	Extend protections to children in unpaid, temporary or non-contract work.	2009, 2010, 2011
	Ensure that all children are prohibited from participating in hazardous mining.	2010, 2011
	Allow persons of any age to bring charges against their traffickers.	2010, 2011
Coordination and Enforcement	Assess budgetary priorities with a view toward providing resources to conduct effective labor inspections and legal proceedings concerning the worst forms of child labor.	2009, 2010, 2011
	Ensure labor inspections are conducted in all sectors, including those with a high prevalence of child labor.	2010, 2011
	Establish a coordinating mechanism for the worst forms of child labor.	2010, 2011
	Ensure all cases of child labor are appropriately investigated and prosecuted.	2010, 2011
	Clarify the roles and responsibilities of various committees charged with addressing the worst forms of child labor, including child trafficking.	2011
	Ensure that the National Committee Against Trafficking holds required quarterly meetings.	2011
	Compile and publish information related to child labor-related investigations, prosecutions, convictions and criminal punishments.	2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Adopt the 2009-2013 National Action Plan to Combat Trafficking in Persons.	2010, 2011
	Set targets and establish concrete outcomes for A World Fit for Children, and other policies related to child labor.	2009, 2010, 2011
	Take measures to ensure children have access to quality education and to ensure children's safety in schools.	2010, 2011
	Assess the impact that existing policies may have on addressing the worst forms of child labor in Guinea.	2010, 2011
	Scale up efforts to implement the birth registration policy.	2011
Social Programs	Expand social programs to provide services to children engaged in or at risk of entering into the worst forms of child labor, particularly in agriculture, trafficking, mining and domestic service.	2009, 2010, 2011
	Ensure the appropriate systems are in place to transfer children from Government authorities to social service protection programs.	2010, 2011
	Assess the impact of the Government's efforts to provide Education for All on the worst forms of child labor.	2011

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In 2011, Guinea-Bissau made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved legislation that penalizes human trafficking for the purpose of commercial sexual exploitation, forced labor and debt bondage. It released the *National Strategy to Combat Poverty (2011-2015)* that seeks to reduce poverty, improve access to basic services and generate income and employment opportunities. One of its priority areas is to strengthen government coordination and mechanisms to protect at-risk children, including children engaged in child labor. However, it has neither established a list of hazardous occupations that are prohibited for children nor provided enforcement officials with appropriate training and resources to monitor, investigate and prosecute cases of child labor. Children continue to engage in the worst forms of child labor, including in dangerous activities in agriculture and forced begging.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	47.3 (219,734)
Attending School	5-14 yrs.	56.9
Combining Work and School	7-14 yrs.	34.6
Primary Completion Rate		67.6

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Guinea-Bissau are engaged in the worst forms of child labor, including dangerous activities in agriculture and forced begging. Recent information on the worst forms of child labor in agriculture is limited, but the 2010 Multiple Indicator Cluster Survey reports (MICS) that 65 percent of children under age 14 in rural areas are engaged in child labor. (3, 4) Data from this survey were not analyzed in time for use in this report, so data from the 2006 MICS survey are included in the table above. Differences in how child labor is measured may explain why the rates in the two surveys are dissimilar, but further analysis is needed.



Reportedly, children work in cashew and rice production, harvesting cashews during the 4-month annual harvest and, in some cases, they are partially or completely withdrawn from school to work in the fields.(5-8) While country-specific information on the dangers children face in agriculture is not available, research studies and other reports have documented the dangerous nature of the tasks performed in agriculture and their accompanying occupational exposures, injuries and potential health consequences to children working in this sector.(9)

Reportedly, children herd cattle, fish and work in mines. (4, 8, 10, 11) While country-specific information on the dangers children face in herding cattle, fishing and mining is not available, research studies and other reports have documented the dangerous nature of the tasks performed in herding cattle, fishing and mining and their accompanying occupational exposures, injuries and potential health consequences to children working in these sectors.(9)

In Guinea-Bissau, it is traditional practice to send boys, known as *talibés*, away to be educated by Koranic teachers. Though many teachers carry out the intended tradition of providing education, some instead force students to beg on the streets for money and food and to then surrender their earnings.(12, 13) Teachers who force *talibés* to beg typically set a daily quota; if they do not meet the quota, they may be beaten. On the streets, these children work long hours and are vulnerable to car accidents, disease and severe weather, including scorching heat, as well as the risk of sexual exploitation.(4, 13, 14) Forced begging among *talibés* is believed to have increased over the last 5 years, particularly in the capital city of Bissau.(13)

In urban areas, many children work on the streets shining shoes, washing cars and selling goods.(4, 15) A 2011 study released by Guinea Bissau's Ministry of Justice and UNDP reported that some children who sell goods are obligated by their families to bring a certain amount home; otherwise, they are exposed to physical violence. These children may be

forced to engage in prostitution in order to meet their families' demands.(7)

Reportedly, children engage in carpentry, metalworking and mechanics. Children also work as domestic servants. (4, 7, 12, 15) While country-specific information on the dangers children face in domestic work is not available, research studies and other reports have documented the dangerous nature of tasks in domestic work and their accompanying occupational exposures, injuries and potential health consequences to children working in this sector.(9) Reports suggest that some children involved in street work and domestic service work under forced conditions.(12, 16)

A 2006 study published by the Government and UNICEF on child sexual abuse and commercial exploitation reports that children are engaged in prostitution in bars and clubs.(14) There are reports that children, including *talibés*, are trafficked internally and internationally to Senegal and other neighboring countries for domestic work, forced begging and agricultural labor, including cotton and peanut production.(12, 16, 17)

Laws and Regulations on the Worst Forms of Child Labor

The General Labor Law sets the minimum age for employment at 14. The Government prohibits children younger than age 18 from engaging in heavy or dangerous labor, including work in mines or for long hours.(18) However, the Government has not established a list of hazardous occupations that are prohibited for children.

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	Grade 9
	Free Public Education	Yes

The Penal Code penalizes commercial sexual exploitation and forced labor, including for the purpose of sexual exploitation. (19) In June 2011, the Government approved anti-trafficking legislation that penalizes the recruitment, transportation and harboring of an individual for the purpose of prostitution, forced labor and debt bondage with jail terms of 3 to 15 years. The penalty is greater when such crimes are committed by guardians, such as religious teachers who are responsible for children's education.(20) The anti-trafficking legislation also punishes the production of pornography and sexual exploitation with prison terms of 5 to 8 years. In addition, this legislation mandates social assistance for victims of human trafficking and calls for anti-trafficking prevention initiatives.(20)

The minimum age for compulsory military recruitment is 18. However, children may voluntarily enter the military at age 16. Children younger than age 16 may enter with parental consent. (4, 21) Guinea-Bissau has not yet ratified the UN Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict. In addition, the Government has not yet established legislation that prohibits the use of children for illicit activities.

The 2010 Education Law establishes free and compulsory education through ninth grade; however, it does not set a specific ending age for such education. Despite the fact that this law calls for free education through ninth grade, it also states that seventh through ninth grade will only gradually become free if resources are available.(22) Access to education is hindered by the lack of schools and trained teachers, poor teaching methods and informal school fees such as registration and monthly charges, which are common in public schools.(5, 13) According to the 2011 National Strategy to Combat Poverty, for every 100 children who enroll in first grade, only 40 children reach the sixth grade.(23)

Institutional Mechanisms for Coordination and Enforcement

The National Institute for Women and Children (NIMC) at the Ministry of Social Solidarity, Family and Fight Poverty coordinates efforts to protect the rights of children.(24, 25)

The National Anti-Trafficking Committee coordinates government efforts to combat human trafficking. The Committee is led by the NIMC and includes representatives from the Ministries of Interior, Justice, Health, Education and Transportation, as well as various NGOs.(16) To strengthen efforts to fight human trafficking, the 2011 Anti-Trafficking Law established a National Committee to Prevent, Combat and Assist Victims of Trafficking.(20) However, it is not clear what

the role of this new Committee is vis-a-vis the National Anti-Trafficking Committee.

Child labor legislation is enforced by the Ministry of Justice and the Ministry of Civil Service and Labor, in collaboration with the NIMC.(4, 25) Enforcement officials do not have appropriate training and equipment to carry out investigations of child labor cases and the lack of lawyers and courts in rural areas limits law enforcement.(4, 17) During the reporting period, there was no information available on the number of investigations, prosecutions or convictions conducted regarding child labor.

The Ministry of Interior leads efforts to combat child trafficking.(4) Police and border officials are tasked with preventing traffickers from entering or exiting the country with children. Local police and the NIMC, along with UNICEF, maintain data on child trafficking.(4) However, there is no information available on the number of human trafficking investigations, prosecutions or convictions conducted during the reporting period. In April 2011, news outlets reported that the Government had rescued six children who were to be trafficked to Senegal and detained the suspected traffickers.(26, 27) However, there is no information available on the result of this case.

In 2011, the Government of Italy provided motorcycles and training on anti-trafficking to border officials. However, reports suggest that police and border officials still lack sufficient training and equipment to perform their work.(13, 17)

The Government of Guinea-Bissau works closely with the Government of Senegal to combat child trafficking. Together, they repatriated 120 child victims of trafficking to Guinea-Bissau in 2011.(17)

Government Policies on the Worst Forms of Child Labor

The Education Action Plan for All (2000-2015) guides Guinea-Bissau's efforts to ensure universal access to education and facilitate inter-agency coordination.(28)

In 2011, the Government adopted a Human Anti-Trafficking Action Plan that ensures funding from the national budget.(17) It established the Second National Strategy to Combat Poverty (2011-2015), which seeks to reduce poverty from 69.3 percent to 59 percent by 2015—and extreme poverty from 33 percent to 20 percent by 2015—improve access to basic services, and generate income and employment opportunities. One of its priority areas is to strengthen government coordination and mechanisms to protect at-risk children, including children engaged in child labor.(29)

As a member of the Community of Portuguese-Speaking countries (CPLP), Guinea-Bissau has established four target areas to combat child labor. These include the exchange of information and experiences, awareness-raising campaigns, use of statistical methodologies to collect child labor data and technical cooperation and training.(30-32)

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

The Government of Guinea-Bissau raised awareness of child trafficking for forced begging, and partnered with local NGOs and international organizations to assist child victims. In 2011, it conducted a national awareness-raising campaign that included workshops with local government officials, religious leaders, parents and traditional authorities, and dissemination of information through radio announcements, informational flyers and door-to-door visits.(17) During the reporting period, the regions of Bafatá and Gabú worked with UNICEF and local NGOs to help child victims.(17)

The Government participates in child labor projects funded by USDOL, including a 2-year, \$500,000 project that fosters the exchange of best practices among Brazil and African Lusophone countries, including Guinea-Bissau, to combat child labor. During the reporting period, this initiative launched a Web portal to share information on child labor.(33, 34) Guinea-Bissau also participates in ECOWAS I, a 3-year, \$7.9 million regional project that seeks to strengthen ECOWAS's Child Policy and Strategic Plan of Action and help country members develop anti-child-trafficking programs. It also participates in a 3-year, \$5 million program that aims to expand the work of the ECOWAS I Project.(35, 36) In 2011, these projects provided technical assistance to ECOWAS to develop a Draft Regional Plan of Action for the Elimination of Child Labor.(37)

In addition, the Government of Guinea-Bissau participates in a 4-country, \$5.2 million regional project to combat the worst forms of child labor, funded by the Government of Spain. The Government of Brazil supports the implementation of the Decent Work Agenda within the CPLP, which includes the exchange of best practices among country members, including Guinea-Bissau, to combat child labor.(38, 39). The Government of Guinea-Bissau also takes part in a USDOS-funded, 2-year \$400,000 initiative to support anti-trafficking efforts and strengthen government and civil society capacity to provide services to child victims.(40) Research has not identified other government programs that address other worst forms of child labor such as in agriculture or street work.

The Government carries out a national school lunch program that covers 300 schools. It also participates in the World

Guinea-Bissau

Bank's Global Partnership for Education initiative that helps low-income countries ensure that all children attend school, stay in school longer and receive a quality education.(24, 41, 42) The World Bank and the European Union also support Guinea-Bissau's efforts to improve food security. As of August 2011, they had provided school meals to more than 42,000 children and food-for-work opportunities to more than 50,000 persons. (43) In 2011, the Government of Guinea-Bissau partnered with the Government of Japan, the UN World

Food Program and UNICEF to provide 1 million textbooks to approximately 1,000 schools.(44)

Guinea-Bissau has a cash transfer program aimed at vulnerable populations that benefits 2,500 individuals throughout the country.(5) However, according to the 2011 Second National Strategy to Combat Poverty, poverty rates increased from 64.7 percent in 2002 to 69.3 percent in 2010, and most Guinea-Bissauans do not have access to social safety net programs.(29)

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Guinea-Bissau:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish a comprehensive list of hazardous activities prohibited for children younger than age 18.	2009, 2011
	Raise the age of voluntary military recruitment to 18 or bar combat activities for volunteers under 18.	2010, 2011
	Ratify the UN Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict.	2011
	Adopt legislation that bans the use of children for illicit activities.	2011
	Clarify the age to which education is compulsory.	2011
Coordination and Enforcement	Clarify the roles of the National Anti-Trafficking Committee and the National Committee to Prevent, Combat and Assist Victims of Trafficking.	2011
	Boost institutional capacity of the Ministries of Interior, Justice, and Civil Service and Labor to enforce child labor legislation by — <ul style="list-style-type: none"> • Training enforcement officials on child labor legislation. • Providing enforcement officials with sufficient resources to monitor, investigate and prosecute child labor and child trafficking cases. • Considering expanding the number of courts in areas with high rates of child labor and child trafficking. • Making information publicly available about labor inspections, including the number of labor inspectors, inspections, violations, enforcement actions and prosecutions related to the worst forms of child labor. 	2009, 2010, 2011 2011 2010, 2011 2009, 2010, 2011
Policies	Step up efforts to improve access to education.	2011
	Conduct research to complement the 2010 Multiple Indicator Cluster Survey in order to determine the extent and nature of the worst forms of child labor in agriculture and street work.	2011
Social Programs	Develop new programs and expand existing programs to reach more children engaged in the worst forms of child labor, particularly those engaged in agriculture, forced begging and street work.	2009, 2010, 2011
	Expand social safety net programs aimed at vulnerable populations.	2011

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Guyana

In 2011, Guyana made a minimal advancement in efforts to eliminate the worst forms of child labor. In collaboration with the ILO, the Government conducted a Child Labour Rapid Assessment Survey to gather current data on child labor. The Government also launched a program to reduce child labor and increase access to quality education in rural areas. The program includes components to improve numeracy and literacy, provide nutritional support and raise awareness among parents. However, Guyana still has legislative gaps and lacks a national action plan to combat child labor. Children in Guyana continue to engage in the worst forms of child labor, including in dangerous activities in agriculture and prostitution.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	23.0 (44,787)
Attending School	5-14 yrs.	94.5
Combining Work and School	7-14 yrs.	23.2
Primary Completion Rate		83.2

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006-2007.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Guyana are engaged in the worst forms of child labor, including in dangerous activities in agriculture and prostitution.(3-6) Children working in agriculture in Guyana may be exposed to hazards, including lifting and carrying heavy loads and working with pesticides.(4, 7)

Many Guyanese children work in domestic service and on the streets, typically as vendors or beggars.(6, 8-10) The practice of sending children from poor rural families to live with wealthier relatives or friends in urban areas sometimes results in domestic servitude.(11) Children employed as domestics may work long hours and are isolated in private homes, where they are susceptible to physical and sexual abuse.(12) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(13)

Commercial sexual exploitation of children is a problem in Guyana, including instances of forced



prostitution.(3, 5, 6, 14, 15) There are reports of girls as young as age 12 working as prostitutes.(14)

Although evidence is limited, reports indicate that some children work in other dangerous occupations, including fishing, construction, forestry, welding and mining, including gold mining.(3-6, 9, 16, 17) Children working in fishing are susceptible to risks such as drowning.(18) Children working in forestry are believed to engage in both logging and the preservation of lumber. Logging may require children to use dangerous tools and carry heavy loads, while preserving lumber can expose them to toxic chemicals.(8) In mines, children work with unsafe equipment and toxic substances.(3)

There is limited evidence that children are victims of both internal and international trafficking.(11, 19) Amerindian girls may be particularly vulnerable, as they are often trafficked to work in prostitution or domestic service.(15, 20)

Laws and Regulations on the Worst Forms of Child Labor

Guyana's Employment of Young Persons and Children Act and the Education Act both set the minimum age for employment at 15. Children younger than age 15 may be employed in family businesses or technical schools, provided such work is approved and supervised by the public authority.(3, 21, 22) The Act also prohibits the employment of children under age 18 in

industrial work at night and any work that may jeopardize their health, safety or morals. However, the law makes an exception for night work for children between ages 16 and 17 who are engaged in continuous work through day and night, including certain gold mining processes and the production of iron, steel, glass, paper and raw sugar.(21)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Guyana's Occupational Safety and Health Act prohibits children under age 15 from working in factories and stipulates that persons under age 18 may be removed from factory work if authorities or inspectors determine that they are engaged in activities that are hazardous to their health or safety.(23) The Government has issued a list of 22 hazardous occupations and processes that could threaten the health, safety, moral or personal development of children. The list includes work such as mining, construction, factory work and certain agricultural activities.(4, 24) However, the list defines a child as any person under age 16. Therefore, children between ages 16 and 18 are not fully protected from engagement in hazardous work in all sectors.

In 2006, Guyana's Parliament passed an amendment to the Employment of Young Persons and Children Act that would have defined all the worst forms of child labor. However, the President did not sign the draft amendment into law, and Parliament has not resubmitted it.(5, 25) Other laws exist that protect children from some of the worst forms of child labor. The Constitution of Guyana prohibits forced labor.(26) Human trafficking is prohibited under the Combating of

Trafficking in Persons Act of 2005.(27) The trafficking law criminalizes child trafficking for exploitation in prostitution or pornography, but Guyana does not have legislation that addresses these issues outside a trafficking context. Though the Criminal Law Offences Act prohibits the selling, publishing and exhibiting of obscene material, it does not explicitly proscribe child pornography.(3, 5, 6, 28-30) Research found no evidence of other laws that would protect domestic servants or street children.

Guyana's Defense Act prohibits persons under age 18 from bearing arms as members of the Guyana Defense Force. Children may voluntarily enter the military at age 16 and serve as unarmed apprentices until age 18.(31, 32)

The Constitution of Guyana guarantees the right of free education from nursery school to the university level, including non-traditional schooling. The Education Act makes education compulsory to age 15.(22, 26, 33, 34)

Institutional Mechanisms for Coordination and Enforcement

The Government of Guyana has established a National Steering Committee on Child Labor (NSCCL), tasked with recommending policies and programs to eliminate child labor in all its forms.(5) The NSCCL is a committee within the Ministry of Labor, Human Services and Social Security (MOLHSS). Membership includes the National Commission on the Rights of the Child, the Bureau of Statistics, the Ministry of Education, the Ministry of Culture, Youth and Sports, the Ministry of Health, and the Guyana Police Force (GPF); the Ministry of Amerindian Affairs; the national Teacher's Union; and the University of Guyana are also represented.(35) However, the NSCCL has reportedly stopped meeting on a regular basis, potentially limiting its ability to carry out its mandates.(36)

Guyana also has a National Task Force for Combating Trafficking in Persons (NTFCTP), chaired by the Minister of Home Affairs.(3, 37) Other participants are drawn from MOLHSS and the Ministries of Legal Affairs, Foreign Affairs and Amerindian Affairs, as well as several NGOs. The NTFCTP is charged with reporting on the nature and magnitude of trafficking in persons in Guyana; documenting the Government's response and carrying out public education and prevention measures.(38) The NTFCTP meets monthly.(5)

MOLHSS collaborates with the Ministry of Education, the Guyana Forestry Commission, the Guyana Geology and Mines Commission, and the GPF to monitor and enforce child labor

laws. MOLHSS takes the lead on routine labor inspections and special investigations stemming from child labor complaints.(5) MOLHSS employs 17 labor inspectors. In 2011, they conducted over 4,000 workplace inspections, none of which revealed child labor violations.(5) Throughout the reporting period, MOLHSS also received several complaints of possible child labor, but targeted investigations revealed no violations.(5) It is unknown why inspections did not find any child labor violations. Though MOLHSS collects information on child labor cases, it does not make such data publicly available.(5)

Multiple agencies are responsible for the enforcement of criminal laws related to the worst forms of child labor, including trafficking and commercial sexual exploitation. The Ministry of Home Affairs, GPF, MOLHSS and the Ministry of Amerindian Affairs can each play a role in prosecutions.(3) However, capacity to carry out prosecutions is limited. With only 43 justices and magistrates, the courts have a backlog of cases on all matters of law, with more than a 2-year waiting period.(5, 11, 19, 31)

Government Policies on the Worst Forms of Child Labor

In 2005, the NSCCL prepared a draft outline of a national action plan to eliminate and prevent child labor.(4) However, research found no evidence that a policy to address child labor has been finalized or adopted.

Guyana's plan of action to combat human trafficking prioritizes educational and awareness-raising efforts, particularly in the country's interior.(15, 19)

Despite the legal guarantee of free education, some primary schools continue to charge fees.(34) However, the Government has implemented an education policy that aims to provide equal access to quality education for all children. Initiatives adopted under this policy seek to eliminate barriers to education, particularly for the poor.(33) The question of whether this policy has an impact on child labor does not appear to have been addressed.

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

The Government of Guyana is taking part in the 11-country, approximately \$21 million Tackle Child Labor through Education (TACKLE) project funded by the European Commission.(39-41) The program, originally set to end

in 2012, has received additional funding to run through September 2013.(5, 42) TACKLE's main objectives include providing access to basic education and skills training for disadvantaged children, and strengthening the capacity of local and national authorities to collaborate with civil society groups in the formulation, implementation and enforcement of policies to eliminate child labor.(43) In Guyana, a major aim of the project is to increase school attendance by targeting truancy and decreasing the school dropout rate, particularly among those vulnerable to child labor.(3, 44, 45) Strategies include student mentoring programs and awareness-raising campaigns.(46, 47)

As part of the TACKLE project, the Government undertook several efforts to target child labor during the reporting period. It launched a \$105,000 School Retention and Child Labor Prevention Program, which targets children living in rural areas. Program components include numeracy and literacy, nutrition support, provision of transportation, parenting workshops and psychological support.(5) The Government also conducted a Child Labour Rapid Assessment Survey with assistance from ILO.(45) However, the results of that survey have not yet been released to the public.

The Government of Guyana also participates in several initiatives to combat and prevent trafficking of children. MOLHSS distributes anti-trafficking awareness materials.(11) The Government also funds a shelter that houses abused and trafficked women and children for up to 6 months. The shelter provides services, including psychological counseling and practical skills training.(3, 5)

In accordance with the national education policy, the Government provides meals at school and free uniform programs for school children. These programs are particularly concentrated in the poorest regions.(5, 33, 47)

Though the Government is involved in efforts to combat child labor, efforts are not sufficient to reach all vulnerable children, particularly those engaged in prostitution, agriculture, domestic labor, street work and other hazardous occupations.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend laws to prohibit all types of night work for children under age 18.	2010, 2011
	Amend the list of hazardous work to protect children under age 18 in all sectors.	2010, 2011
	Enact a law to explicitly prohibit child prostitution and child pornography.	2010, 2011
	Enact a law to provide protections for child domestic servants and street children.	2011
Coordination and Enforcement	Engage the NSCCL in regular meetings and coordination efforts.	2009, 2010, 2011
	Make information on child labor cases publicly available.	2011
	Dedicate more resources, namely judicial personnel, to resolving court cases, including those involving the worst forms of child labor.	2010, 2011
Policies	Finalize and adopt a policy that addresses all relevant worst forms of child labor.	2010, 2011
	Assess the impact of the national education policy on addressing child labor.	2010, 2011
	Expand education policy to achieve free universal education, as guaranteed by the Constitution.	2011
Social Programs	Make publicly available the results of the Child Labour Rapid Assessment Survey.	2011
	Develop new initiatives and expand existing programs to reach all children involved in the worst forms of child labor, particularly in prostitution, agriculture, domestic labor, street work and other hazardous occupations.	2010, 2011

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In 2011, Haiti made a minimal advancement in efforts to eliminate the worst forms of child labor. Following a devastating earthquake in 2010, the Government worked with the international community to address child trafficking for domestic service. During the fall of 2011, the Government of Haiti launched a comprehensive plan to enroll 1.5 million students in school by 2016. Despite these efforts, the Government of Haiti lacks adequate legislation to address the worst forms of child labor. There is no minimum age restriction for work in domestic service and no legal penalties exist for employing child domestic workers. Current legislation likewise contains no penalty provisions for use of children in forced labor, commercial sexual exploitation, illicit activities or hazardous work. Legislation on trafficking has been pending in Parliament for several years, but it has yet to be passed. Social protection programs to combat exploitative child labor are also lacking. Children in Haiti continue to engage in the worst forms of child labor, particularly domestic service.



225,000 children work as *restaveks* in urban areas. This number has likely increased since the 2010 earthquake, due to the increased vulnerability of children as a result of losing one or both parents.(1, 6, 7)

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	29.0 (659,864)
Attending School	5-14 yrs.	81.2
Combining Work and School	7-14 yrs.	27.5
Primary Completion Rate		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Haiti are engaged in the worst forms of child labor, most commonly in domestic service.(3-5) Families in poor rural areas send their children, particularly girls, to more affluent families to work as *restaveks* or domestic servants.(1, 4, 5) Often this occurs with the expectation that the children will have increased educational opportunities.(3, 5) While some of these children are cared for and receive an education, many receive no schooling or pay. In practice some of these children, as young as age 4 or 5, become victims of exploitation and are subjected to physical, psychological and sexual abuse.(3, 4, 6, 7) A 2009 survey by the Pan American Development Foundation estimates that

There is a large population of street children in Haiti, many of whom are former *restaveks* who have run away from their abusive families or were dismissed by their employers.(3, 7) Additionally, thousands of children displaced or orphaned as a result of the earthquake also increased the number of street children.(3, 8) Children working on the streets wash car windows, sell goods and beg. They are exposed to a variety of hazards, such as severe weather and accidents caused by their proximity to vehicles, as well as exposure to forced prostitution and crime.(3, 7)

Although information is limited, there are reports that children are also found working on farms, where they may be exposed to pesticides, sharp tools, harsh conditions and long work hours.(3, 6, 9, 10)

Haitian children trafficked both internally and to the Dominican Republic are subjected to work in domestic service, sex tourism and agriculture.(4, 12, 13) Such children are found working on the streets of the Dominican Republic shining shoes, washing windows, and begging.(9) During the 2010 earthquake, hundreds of thousands of Haitians lost their identification cards.(10) Many others never had one to begin with. As a result, children who lack personal identification papers are even more vulnerable to exploitative labor situations.(9) A national campaign to modernize Haiti's civil registry registered more than 19,000 children in survivor camps and in neighborhoods devastated by the earthquake, helping to reduce their vulnerability.(11)

The earthquake further weakened the country's inadequate social service and educational systems as well as exacerbated political and socio-economic instability. Despite significant progress during the past year, public services and safety continue to be limited.(12) Local NGOs and the Haitian National Police reported an increase in cases of trafficking of children for forced labor and sexual exploitation following the earthquake. Children who are without family support or secure housing appear to be particularly vulnerable to trafficking.(7, 12)

Criminal groups continue to rule many parts of Haiti; children as young as age 10 serve as messengers and carry weapons or drugs for these groups.(8, 13) Street children and children from extremely poor families are especially vulnerable to being recruited by these criminal groups.(1, 9, 19, 20)

Laws and Regulations on the Worst Forms of Child Labor

Haiti's Labor Code sets the minimum age for work in industrial, agricultural and commercial enterprises at 15. However, there is no minimum age restriction for domestic servants and there are no legal penalties for employing child domestic workers—unless the nature or condition of the work harms their health, safety or morals.(1, 21, 22)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	11
	Free Public Education	Yes

Children ages 15 to 18 seeking employment outside of domestic service must obtain a work authorization from the Ministry of Labor. Employing a child outside of domestic service without work authorization is punishable by fines.(14)

Children ages 15 to 18 are also prohibited from working at night, in industrial jobs and in work that may be harmful.(14) Despite a previous report that the list of hazardous types of work was completed, the Government has stated that the list has not been completed.(15, 16)

The 1987 Constitution sets the minimum age for compulsory military service at 18. Haiti, however, has had no military since January 1995.(17, 18)

The Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment or Inhuman Treatment Against Children of 2003 prohibits servitude, forced or compulsory labor and the use of children in criminal activities or armed conflict.(15, 19, 20) The Act also criminalizes child trafficking and the recruitment of children for sexual exploitation, such as pornography, and for illicit activities.(19) However, there are no penalties assessed for breaking the law by committing abuse and violence against children through any of the crimes discussed in the Act.(20) Legislation on trafficking also has been pending in Parliament for several years and a draft bill has been presented for consideration, but it was not adopted during the reporting period.(7)

A further gap in Haiti's legal framework concerns education. The 1987 Constitution guarantees free and compulsory primary education for all children.(18) However, the duration of compulsory education in practice is unclear. It appears that children in Haiti are only required to attend school until age 11, which makes children age 12 through 14 particularly vulnerable to the worst forms of child labor, as they are not required to be in school nor are they able to work legally.(21) Furthermore, most Haitian children who attend school go to private schools that charge tuition.(22) Due to the lack of availability and affordability of schools, 45 percent of primary-school-age children do not attend school, which increases their risk of engaging in the worst forms of child labor.(6, 22) The public schools that are available to these children are insufficient in number.(6, 8, 23)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Haiti has established a coordinating mechanism to combat the worst forms of child labor.

The Ministry of Social Affairs and Labor, through its Institute of Social Welfare and Research (IBESR), is responsible for enforcing child labor laws.(1, 22, 27) However, the lack of adequate resources, such as insufficient offices, facilities, transportation and fuel, affect IBESR's ability to conduct

child labor investigations effectively.(3, 23, 24) IBESR also reportedly lacks staff, but exact numbers of staff are unavailable. The Government also has not reported on the number of investigations conducted nor on violations or any penalties imposed during the reporting period.(25)

IBESR and the Haitian National Police's (HPN) Brigade for the Protection of Minors (BPM) take the lead on anti-child trafficking efforts, and the BPM is responsible for investigating crimes against children, including trafficking. Research found no information on investigations, prosecutions or convictions of trafficking offenders.(7) The BPM has 35 officers with the authority to apprehend individuals abusing child domestic workers, and a system to refer the exploited and abused children to social services.(3) However, the BPM does not routinely report *restavek* cases to IBESR and, unless there is a clear indication of abuse, IBESR also does not follow up on *restavek* cases.(25)

Following the 2010 earthquake, Haiti's Social Welfare Agency has been referring identified child victims to donor-funded NGOs to receive shelter, food, medical and psychosocial support because the Government lacked resources for victim assistance.(7)

Government Policies on the Worst Forms of Child Labor

The Government's Action Plan for National Recovery and Development includes plans to rebuild its educational system.(26)

To improve access to education, the Government of Haiti launched a comprehensive plan during the fall of 2011 to enroll 1.5 million students in school by 2016.(27) The National Action Strategy for Education for All campaign—overseen by the Ministry of Education and supported by the international community—subsidizes school fees, provides school food programs and offers training to increase the number of qualified teachers.(27, 28) The 2010 Government Action Plan includes a plan to establish 4,000 provisional facilities while building more permanent schools to replace the estimated 4,000 schools damaged by the earthquake.(26, 28) Research did not identify the total number of schools that have been built as of the end of the reporting period.

Since the earthquake, Haiti and the Dominican Republic have worked jointly to protect children under the 2010 Protocol of Action to Protect Vulnerable Haitian Children. This protocol sets mandatory procedures for government and non-government institutions to provide support to Haitian

children.(29) As a result, a number of Haitian children relocated to the Dominican Republic after the earthquake have received care or were sent back to Haiti to be reunited with their families.(29)

The question of whether these policies have had an impact on the worst forms of child labor does not appear to have been addressed.

Social Programs to Eliminate or Prevent Worst Forms of Child Labor

Despite the massive destruction of the earthquake that severely limits its ability to operate, the Government has worked in cooperation with international organizations and foreign aid agencies to rebuild Haiti, including improving the situation of children engaged in the worst forms of child labor.

The Government of Haiti has responded to the heightened risk of child trafficking through collaboration with USDOS on approximately \$4.75 million in anti-trafficking projects funded in Fiscal Year 2010.(30) The multiple projects are working through different organizations to help strengthen the capacity of Haitian institutions to combat the trafficking of women and children, and to provide services to victims including children and *restavek*, improve referral services, address cross-border trafficking between Haiti and the Dominican Republic, and improve the legislative framework to combat trafficking.(31)

UNICEF has worked with Haiti's BPM to strengthen its ability to prevent and investigate crimes against children, particularly trafficking and other forms of exploitation. This includes upgrading referral mechanisms for child protection cases by linking Government, UN and other NGO actors, and mapping services at the Dominican border to prevent child trafficking and mainstream child protection across sectors.(32)

To reduce the economic impact from the January 2010 earthquake, USAID and other agencies supported cash-for-work activities to stabilize household livelihoods.(31, 33) The organizations implementing the projects have created over 60,000 short-term employment opportunities for adult beneficiaries.(33) During 2011, the Government, in collaboration with other organizations, provided temporary employment to remove rubble and to repair roads and other infrastructure in order to inject cash into the hardest-hit communities, as well as to help the community contribute positively to the cleanup and recovery of their neighborhoods.(33)

The question of whether cash for work has an impact on child labor does not appear to have been addressed.

Haiti

The Government is also participating in a jointly funded \$1 million project by the United States and the Government of Brazil to eradicate and prevent the worst forms of child labor in post-earthquake Haiti.(34) It is part of a larger recovery program developed by the Government of Haiti and supported by the UNDP and other UN and NGO partners to protect children.(35) This 36-month project focuses on protecting children and youth from dangerous labor in construction.(35)

In March 2012, USAID awarded a \$22.5 million for the Protecting the Rights of Children, Women and Youth Project.

This 5-year project targets the most vulnerable population; it seeks to prevent gender-based violence, trafficking, prostitution, sexual exploitation, the *restavek* practice, and recruitment into gangs and criminal activity by supporting interventions that build the capacity of families, communities, NGOs, the private sector and the Government of Haiti.(36) The project will work closely with several government agencies to prevent and respond to the abuse and exploitation of the target population. Families hosting *restaveks* will also be sensitized to change their mindset regarding the *restavek* practice in order to reduce the likelihood children will continue to fall into the *restavek* system.(37)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the law to : <ul style="list-style-type: none"> • Provide comprehensive protection against child labor in hazardous activities. • Ensure the minimum age for work applies to domestic service and child domestic worker rights are protected. • Provide penalties for employing <i>restaveks</i> younger than age 15. 	2009, 2010, 2011
	Amend the Act of 2003 to include penalties for violations and enable enforcement of the provisions.	2011
	Complete and adopt the list of hazardous work.	2011
	Adopt the trafficking law that is currently pending in Parliament and ensure it includes penalties for child trafficking and sexual exploitation of children.	2011
	Increase the age of compulsory schooling to match the minimum age for work and include penalties for preventing children, including domestic workers, from attending school.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Establish and implement a formal identification system to reduce children's vulnerability to trafficking.	2011
	Provide sufficient resources to increase the capacity of the IBESR, and HPN's BPM to facilitate and ensure enforcement of the law.	2009, 2010, 2011
	Report statistics on child labor violations investigated or penalties imposed.	2010, 2011
	Report on investigations, prosecutions or convictions of trafficking offenders.	2009, 2010, 2011
	Investigate and prosecute cases involving child labor.	2011
	Establish and implement a formal identification system to reduce children's vulnerability to trafficking, and to further identify displaced street children and victims of trafficking.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Assess the impact of existing education and child protection policies on addressing the worst forms of child labor.	2009, 2010, 2011
Social Programs	Assess the potential impact of existing programs on child labor.	2010, 2011
	Prioritize resources to build an educational system that provides access to free quality education for all children, with a focus on educational opportunities in rural areas, where children have a high vulnerability to trafficking and becoming <i>restaveks</i> .	2009, 2010, 2011
	Implement programs to address the worst forms of child labor, particularly in dangerous forms of agriculture and domestic service.	2010, 2011

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In 2011, Honduras made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government approved the Road Map for the Eradication of Child Labor in Honduras as national policy. The Secretariat of Labor also opened an office in the rural department of Gracias a Dios to better address concerns regarding child labor violations in the lobster-harvesting sector. In addition, all labor inspectors received training on how to enforce child labor laws while immigration officials received training on how to identify trafficking victims. The Government also trained municipal employees and community stakeholders on how to process trafficking complaints. However, laws regarding the minimum age for work are inconsistent and the inspections process may not sufficiently deter employers from exploiting children. Children continue to be engaged in dangerous activities in agriculture and commercial sexual exploitation.



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Honduras are engaged in the worst forms of child labor, including in dangerous activities in agriculture and commercial sexual exploitation.(3-8) Children work in melon and coffee fields. They also reportedly work in the worst forms of child labor in the production of sugarcane.(9-12) Children working in agriculture may use dangerous machinery and tools, carry heavy loads and apply harmful pesticides.(7) Recent data from the Government of Honduras indicate that 62.3 percent of working children work in agriculture, hunting, fishing or forestry.(5) In the fishing industry, children also work as deckhands and dive for lobster.(9, 10) Children working in fishing are exposed to risks, such as severe weather conditions and drowning.(6, 13) Indigenous children are especially vulnerable to working in agriculture and fishing.(14)

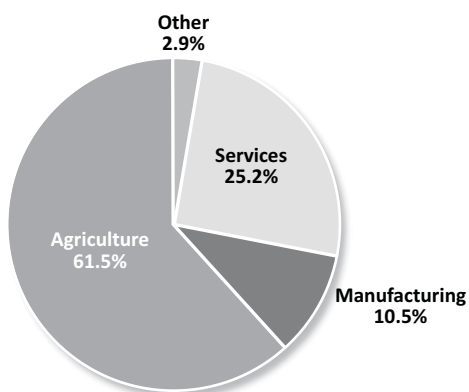
Children are reported to be working in the production of limestone and lime.(6, 15) Mining and quarrying expose children to dangerous activities such as carrying heavy loads as well as being exposed to toxic dust, chemicals and extreme weather.(6, 16) Children are also found begging on the streets, and scavenging in garbage dumps and in neighborhood dumpsters.(6, 12, 15, 17) In urban areas, child labor is prominent in the construction and food vending industries, as well as window-washing at stop lights.(6, 18) Children working on the streets may be vulnerable to dangers including severe weather, vehicle accidents and crime.(19) In addition, children, predominantly girls, work as domestic servants.(12, 20, 21) Child domestic labor commonly involves long working hours and the risk of physical and sexual exploitation by their employer.(6, 22) Children are also reported to work as drug mules in urban areas.(15, 18)

Honduras is principally a source and transit country for children subjected to trafficking in persons, including for the purpose of forced prostitution.(18, 23) Children are generally

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	7.2 (151,468)
Attending School	5-14 yrs.	83.7
Combining Work and School	7-14 yrs.	4.8
Primary Completion Rate		98.5

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2007.(2)

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trafficked from rural areas into commercial sexual exploitation in urban and tourist spots, such as Tegucigalpa, San Pedro Sula and the Bay Islands.(21, 23)

In addition, reports indicate that Honduran children are trafficked to Central and North America for sexual exploitation. Limited evidence suggests that girls from neighboring countries, including Guatemala and Mexico, are subjected to sexual servitude in Honduras.(23)

According to the National Institute of Statistics (INE), 14.3 percent of children between ages 5 and 17 work in Honduras, for a total of 377,150. The report also indicates that 24.7 percent of working children can be found in urban areas and 75.3 percent in rural areas.(5)

Laws and Regulations on the Worst Forms of Child Labor

Honduran legislation is contradictory regarding the legal age for work. The Constitution and Labor Code prohibit the employment of persons younger than age 16, but children ages 14 to 15 may work with written parental consent and permission from the Secretariat of Labor (STSS).(18, 24-26) The Children’s Code prohibits children age 14 and younger from working, even with parental permission, and establishes prison sentences of 3 to 5 years for individuals who allow children to work illegally.(24) A 2007 government analysis of the legal minimum age for employment placed the minimum age at 14.(27) An employer who legally hires a person age 14 or 15 must certify that the young person has finished or is finishing compulsory schooling.(24)

Executive Agreement STSS-211-01 prohibits all persons younger than age 18 from night work, full-time work and hazardous work, which includes working in construction, manufacturing, hunting, mining, fishing, street cleaning and quarrying.(18, 21, 28) Despite the Agreement, minors aged 16 and 17 may receive authorization from the STSS to perform dangerous labor under certain circumstances.(18, 29)

All forms of forced or bonded labor are prohibited.(28, 30) The Penal Code criminalizes procuring, recruiting or submitting children to commercial sexual exploitation. Executive Agreements and the Children’s Code prohibit the use of children in illegal activities, such as drug trafficking, and protect children from being trafficked, but there is no specific provision prohibiting trafficking into exploitative labor situations.(18, 28, 31) During times of conflict, military service is compulsory for all capable Hondurans ages 18 to 30. However, during times of peace, military service is voluntary.(32, 33) The minimum age for voluntary service is 18.(34)

The Government sets the compulsory school age at 17.(35) The Constitution establishes the right to free primary education.(33) However, associated school costs, such as matriculation fees, uniforms and transportation fees, may prevent some children from attending.(17, 36-38)

Institutional Mechanisms for Coordination and Enforcement

A national commission created under the National Plan of Action to Prevent and Eradicate Child Labor II (NPAPECL II) coordinates all matters related to child labor. Members of the national commission include the STSS, the Honduran Institute for Children and the Family (INHFA), the Supreme Court, the Social Security Administration, the Public Ministry and other government entities.(21, 39) The Inter-Institutional Commission Against Exploitation and Commercial Sex Trafficking (CICESCT) coordinates the efforts of government institutions and civil society groups to combat commercial sexual exploitation and trafficking.(18, 21) CICESCT consists of representatives from 52 partners, including several government ministries and various NGOs.(18, 21)

The STSS is the primary government agency responsible for inspecting labor conditions and enforcing child labor laws.(21) The INHFA is charged with supervising and providing technical assistance to private and public institutions that work to protect the well-being of children, including victims of child labor, and their families.(21, 39) In 2011, the STSS employed 118 inspectors, all of whom were trained to enforce child labor laws.(18)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	17
	Free Public Education	Yes

During 2011, 3,736 labor inspections were conducted, more than six times the 556 labor inspections conducted in 2010.(40) According to the STSS, no violations of the worst forms of child labor were found during the reporting period.(18) It is unknown why no violations of the worst forms of child labor were found. However, the STSS assisted 11 children who were found to be working, but not in the worst forms of child labor. In 2010, 96 working children were found.(18)

The process for inspections includes a preliminary visit, when inspectors inform companies of violations but do not issue fines or provide assistance to children who are found working.(41) Employers have 3 days to address violations and make corrections.(42) Inspectors then conduct a re-inspection to determine if the violations have been rectified. If violations are found during the re-inspection, inspectors proceed to issue penalties.(42) However, reports indicate that if serious violations involving underage children or hazardous conditions are found during the preliminary visits, they are immediately reported and corrected.(40) By providing guidance to employers to correct problems identified during the initial visit, inspectors enable more companies to be in compliance, which results in fewer children being present and assisted during the re-inspection.(41) This 2-tiered inspection process does not penalize violators on their first offense, and may not sufficiently deter employers from exploiting children in the workplace.

In 2011, the STSS included the topic of child labor on the STSS Web site. It provided the public with information on child labor, the Roadmap (discussed below), laws and regulations, inspection information and events.(5, 43) Additionally, the STSS opened a new office in the rural department of *Gracias a Dios* in 2011 to better serve the area where violations concerning lobster harvesting are most prevalent.(18) However, the ILO Committee of Experts reported that resource constraints limited labor inspections in rural areas and in indigenous communities, where hazardous activities in agriculture and fishing/diving exist.(44)

The Public Ministry's Office of the Special Prosecutor for Children (OSPC) prosecutes criminal cases against those alleged to have involved children in trafficking, hazardous and forced child labor and commercial sexual exploitation.(45)

The OSPC currently is staffed by two prosecutors and four investigators to address and prosecute child labor and trafficking cases in the country.(18) According to the OSPC, there were no prosecutions reported under child labor laws in

2011. However, child labor cases were addressed as violations of other laws, such as the sexual exploitation of a minor.(18, 46)

Government Policies on the Worst Forms of Child Labor

The 7-year NPAPECL II aims to prevent children from dropping out of school before they can legally work, withdraw children who are currently engaged in the worst forms of child labor, and ensure that the laws that protect children are enforced.(21, 39, 47) The STSS reported that the implementation of NPAPECL II has been slow due to budgetary constraints. The Inter-Institutional Commission Against Exploitation and Commercial Sex Trafficking (CICESCT) also has regional sub-committees in San Pedro Sula, Choluteca and Danlí to oversee local implementation of NPAPECL II.(17)

A joint effort by the ILO and the Government, called the Roadmap for the Eradication of Child Labor in Honduras, aims to improve coordination of the Government's responses to child labor issues.(21) The Roadmap works at the national, regional and sub-regional levels and incorporates issues related to poverty, education, health and social mobilization.(21) The national poverty reduction strategy incorporates child labor issues.(21) In February 2011, the Government of Honduras, under Executive Decree PCM-011-2011, approved the Roadmap for the Eradication of Child Labor in Honduras as national policy. Under article 2, the Government instructs all Secretariats and their dependencies to incorporate the issue of child labor elimination and prevention into their institutional strategic planning in accordance with the framework of the National Plan.(5, 6, 48, 49)

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

The Government of Honduras has implemented the conditional cash transfer program Voucher 10,000 that aims to reduce poverty by providing financial assistance to the head of household, provided that children meet educational and health requirements.(21, 29, 50) During the reporting period, the Voucher 10,000 Program had reached over 164,000 beneficiaries.(50) The Government aims to ensure that indigenous and Afro-Honduran households have access to the Program.(50) The STSS also implements My First Job, a program that connects disadvantaged youth with vocational opportunities.(18, 21, 51) Strategies of the My First Job Program include job skills and vocational training, internships, job placement and public-private partnerships to support

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on-the-job training.(18) In 2011, the Program reached about 4,800 at-risk youth.(18) Although such programs could reduce youth's vulnerability to the worst forms of child labor, the impact of these programs on child labor does not appear to have been assessed.

During the reporting period, the Government of Honduras held an awareness-raising campaign called "No More Trafficking in Persons" in the capital and in prominent border crossing towns. The Government provided training to immigration officials on how to identify trafficking victims.(30) Additionally, the Government of Honduras, provided training for 135 municipal employees specializing in children and 350 community members throughout the country on how to

process trafficking complaints. The Government continues to participate in a pilot program targeting the tourism industry to engage tourism sector workers in identifying victims of commercial sexual exploitation and trafficking and in reporting crimes.(30)

The Government of Honduras also continued to participate in a 4-year regional initiative to eradicate child labor, funded by the Government of Spain.(52)

Even though the Government of Honduras has undertaken efforts to reduce child labor, additional efforts are needed to reach all of the children involved in dangerous agricultural work, fishing and commercial sexual exploitation.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Harmonize legislation addressing the minimum age for work, with the goal of setting it at age 16.	2009, 2011
	Ensure that minors ages 16 and 17 performing hazardous work have authorization from the STSS.	2011
Coordination and Enforcement	Increase resources for inspections in areas where exploitative child labor occurs, such as in rural areas and indigenous communities, where hazardous activities in agriculture and fishing/diving exist.	2010, 2011
	Penalize labor law violators on their first offense to create a stronger disincentive to illegally employ children	2011
Policies	Dedicate more resources to and document the progress of the implementation of the NPAPECL II.	2009, 2010, 2011
Social Programs	Assess the impact of social programs, such as Voucher 10,000 Program and the My First Job Programs, on reducing child labor	2010, 2011
	Implement targeted programs to address the worst forms of child labor in agriculture, fishing and commercial sexual exploitation	2009, 2010, 2011

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India

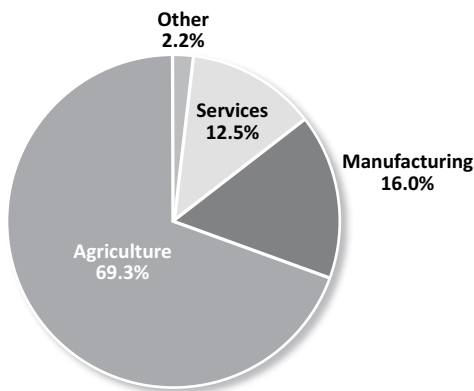
In 2011, India made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government created a new office to monitor bonded labor and child labor cases and established a new anti-trafficking unit responsible for arresting child traffickers. India also increased funding to the National Child Labor Project (NCLP) and provided access to health insurance for workers in the informal economy whose children are among the most vulnerable to exploitative child labor. However, basic legal protections remain weak. India lacks a minimum age for work and fails to shield young people ages 14 to 17 from hazardous work. The worst forms of child labor continue to exist in many sectors, particularly in dangerous activities in agriculture and the manufacturing of goods in the informal economy. Children may also be subject to bonded labor.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	3.3 (7,530,614)
Attending School	5-14 yrs.	82.1
Combining Work and School	7-14 yrs.	0.6
Primary Completion Rate		95.7

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from NSS Survey, 2004-2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in India are engaged in the worst forms of child labor. Most work in agriculture producing crops such as rice and hybrid seeds.(3-8) Children who work in agriculture may carry heavy loads and apply harmful pesticides. Children in India also work under dangerous conditions manufacturing a variety of products, quarrying sandstone and other materials, breaking stones and polishing gems.(6, 8-11)

Children in manufacturing make matches, bricks, carpets, locks, glass bangles, fireworks, cigarettes, incense sticks, footwear, garments, hand-loomed silk, leather, brassware and other metal goods.(6, 8, 12-25). Children spin thread/yarn, embroider, sew beads to fabric and stitch soccer balls for the domestic market.(14, 26) Many children manufacture goods in the informal economy, increasingly doing so in home-based product production.(6, 14, 27) In addition to working long hours in cramped spaces under poor lighting and inadequate ventilation, children in manufacturing may be exposed to harmful chemicals and dangerous machinery and tools. The risks for these children have caused joint pain, headaches, hearing loss, skin infections, respiratory problems and finger deformities.(17, 18)

Service industries that employ children include hotels, food service and tourism where they are vulnerable to physical violence, mental trauma and sexual abuse.(28, 29) Children work on the street selling food and other goods, repairing vehicles and tires, scavenging and rag picking.(28, 30) This may expose them to dangers including severe weather, criminal elements and traffic accidents. Children are also found working

in construction and domestic service.(31, 32) Many work very long hours and suffer abusive treatment.(31-33)

Forced child labor occurs in India. Children perform forced or indentured labor in domestic service, gemstone cutting and quarrying, as well as in brick kilns and rice mills. Children also work under forced conditions producing hybrid seeds, garments and embroidered textiles.(6, 8, 31, 34)

The federal police stated that an estimated 1.2 million children engage in prostitution.(35) Cases of child sex tourism continue to be reported in cities and towns with tourist attractions as well as locations known as religious pilgrim centers.(34)

India remains a source, transit and destination country for minors trafficked for commercial sexual exploitation and forced labor in domestic service, agriculture and activities such as begging and making bricks.(31, 34) The majority of these children are Indians trafficked within the country(34).

There are reports that children have been recruited to serve as soldiers by armed opposition groups in zones where armed conflict is occurring, such as by the Naxalites in Chhattisgarh.(36)

Education is free and compulsory through age 14, but barriers to accessing the education system still exist.(8) In remote areas, children have to travel long distances to reach school and transportation is limited. This, along with a lack of proper sanitation facilities, sometimes deters girls from attending school.(8)

Laws and Regulations on the Worst Forms of Child Labor

According to the Child Labor Prohibition and Regulation Act, children of any age may be employed, provided employers adhere to restrictions, including a maximum 6-hour workday with a 1-hour rest period, at least 1 day off per week and no night or overtime work.(30, 37) The Child Labor Prohibition and Regulation Act bars children under age 14 from 18 hazardous occupations and 65 hazardous processes such as working in factories, mines and domestic service; handling pesticides, weaving carpets and breaking stone.(37, 38) Employing children under age 14 in a hazardous industry can lead to fines and imprisonment. Victims also receive compensation. Additionally, the Government must either compensate the family of the child or find employment for an adult member of the family.(30, 37)

However, gaps remain in legal protection for working children. The lack of a minimum age for employment increases the likelihood that very young children may engage in activities

that jeopardize their health and safety. The minimum age for hazardous work is not consistent with international standards and may likewise jeopardize the health and safety of young people ages 14 through 17. Additionally, the labor law does not cover large segments of the economy, including family farms and other family businesses.(27)

	C138, Minimum Age	No
	C182, Worst Forms of Child Labor	No
	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
	Free Public Education	Yes

The Juvenile Justice (Care and Protection of Children) Act prohibits exploiting juvenile employees under age 18 by such practices as keeping them in bonded conditions or garnishing their wages. Violators may be fined or imprisoned.(39)

The Bonded Labor System (Abolition) Act outlaws bonded labor in India and provides for district-level vigilance committees to investigate allegations of bonded labor and release anyone found in bondage. The Act also provides for rehabilitation assistance payments for released bonded laborers. Persons found using bonded labor may be fined and face imprisonment.(40) The Immoral Traffic (Prevention) Act prohibits commercial sexual exploitation and trafficking of children. Penalties include up to life imprisonment if the victim is under age 16.(41) The Information Technology (Amendment) Act of 2008 includes penalties of fines and imprisonment for any person who publishes, collects, seeks or downloads child pornography in electronic form.(42) The Narcotic Drugs and Psychotropic Substance Act No. 61 makes it illegal to cause any person to produce or deal in narcotic or psychotropic substances; punishment consists of fines and imprisonment.(43)

There is no compulsory military service. The voluntary military recruitment age is 17 years and 6 months. However, the minimum age to serve in combat is 18 years.(44)

The Right of Children to Free and Compulsory Education Act (RTE) lays out the country's commitments to protect children from hazardous child labor and to provide universal access to primary education with a focus on children from disadvantaged social groups.(45) The RTE provides for free and compulsory education to all children ages 6 to 14. The Act prohibits denying admission to children who lack a birth certificate, allows children to transfer schools, requires local authorities to identify out-of-school children, forbids discrimination against disadvantaged groups and prescribes quality education standards.(45)

Institutional Mechanisms for Coordination and Enforcement

The National Authority for Elimination of Child Labor is a high-level, government body, chaired by the Ministry of Labor and Employment (MOLE), which reviews, monitors and coordinates policies and programs on child labor.(46) The National Steering Committee on Child Labor is a tripartite committee with members representing government agencies, employers and workers, which guides and monitors child labor policy.(47) The Secretary of Labor and Employment chairs the Central Monitoring Committee, which is responsible for reviewing the prevalence of child labor as well as monitoring actions taken to eliminate child labor.(48) The Core Group on Child Labor is composed of eight ministries and chaired by MOLE to coordinate the convergence of social protection schemes to reduce child labor.(49)

The National Human Rights Commission (NHRC) is charged with monitoring implementation of the Bonded Labor System (Abolition) Act. The NHRC monitors state level action against bonded labor through its review of quarterly reports by state governments on bonded labor and through exploratory and investigative missions.(38, 50) In 2011, the NHRC established an office to monitor the progress of cases involving bonded labor and child labor that are pending with authorities throughout the country.(51) Between 2010 and August 2011, 865 bonded laborers were released and rehabilitated in the states of Chhattisgarh, West Bengal and Uttar Pradesh.(52) Despite the rescue and rehabilitation of bonded laborers, prosecutions did not always take place.(53)

The Ministry of Women and Child Development (MWCD) is charged with coordinating anti-trafficking policies and programs. The Ministry of Home Affairs (MHA) Anti-Human Trafficking Cell is responsible for implementing the

Government's \$12 million nationwide plan to combat human trafficking over 3 years by coordinating with states to establish anti-human trafficking units (AHTUs) and training thousands of officials in human trafficking.(34, 54) Additionally, in 2011 the Central Bureau of Investigation established an anti-human trafficking unit with a mandate to conduct operations to arrest traffickers of women and children.(55)

The National Commission for Protection of Child Rights (NCPCR) investigates cases that may involve a violation of child rights or a lack of proper implementation of laws relating to the protection and development of children, including those related to child labor.(30)

While MOLE provides oversight and coordination regarding the country's labor laws, state governments employ labor inspectors to enforce these laws. The national Government does not receive timely data from the states on the number of labor inspectors, inspections conducted, child labor violations found and penalties assessed throughout the country.(30) Between January and August 2011, the Ministry of Labor reported that over 32,000 children were removed from hazardous work.(8) During the reporting period, children were rescued from hazardous work during raids in several states, including Delhi, Pune, Karnataka, Kerala, West Bengal and Sikkim.(56-58) From January to October 2011, 409 child laborers were rescued in Delhi resulting in fines totaling \$66,000 which was used for the rehabilitation of 166 children.(59) In Karnataka, there have been 446 cases of child labor registered in the last 25 years and only 1 case of prosecution.(60) While state labor inspectors reportedly conduct inspections for domestic child labor in the home and have reported violations, there have been very few prosecutions.(8) When child labor prosecutions are launched, it may take years before a case is resolved in the judiciary system.(61)

Seven state governments have drafted state action plans for the elimination of child labor, which may lead to stepped up enforcement. For example, the Gujarat Action Plan calls for two raids every month in all 24 districts.(30, 62-64) Complaints about hazardous child labor can be made through a toll-free helpline, Child Line, which operates in 103 cities across India. In 2011, Child Line expanded to 20 additional cities.(65)

Under India's federal structure, state and local police are also responsible for enforcing laws, including those pertaining to human trafficking. Between April 2010 and February 2011, the Government invested \$1.9 million in anti-human trafficking units (AHTUs) to facilitate their expansion.(66) The Government has also invested more than \$400 million to establish the Crime and Criminal Tracking and Networking

System to connect all of India's 14,000 linguistically diverse police stations. This system is set to become operational in 2012 and will enable police to better monitor trends in serious crimes, including trafficking.(67) It is not known whether the tracking system will disaggregate its data to include child trafficking victims. In partnership with the United Office on Drugs and Crime, several state governments trained 13,670 police officials on trafficking issues in 2011.(54)

Government Policies on the Worst Forms of Child Labor

During 2011, the Government continued to implement the National Policy on Child Labor, which lays out concrete actions for combating hazardous child labor for children under age 14, including implementing legislative reforms and providing direct assistance to children.(38) As noted above, seven states continued to implement Action Plans to eliminate child labor from hazardous industries: Andhra Pradesh, Maharashtra, Tamil Nadu, Karnataka, Gujarat, Bihar and Orissa.(30, 62-64) These action plans have resulted in the creation of task forces at the state, district and village levels. These plans also call for the coordination of social protection programs and services provided by government and civil society organizations to support the livelihood of households vulnerable to child labor.(64) The MOLE's National Skills Development Policy includes provisions for child laborers, including short-term skills training for children removed from the worst forms of child labor.(68)

The Government's 11th 5-Year Plan (2007-2012) lays out its strategy to promote inclusive and rapid growth. This Plan lays out how the Government will implement its vast array of social protection schemes, which include provisions for education, health and increased livelihood support.(69)

The Government also has a National Plan of Action to Combat Trafficking and Commercial Sexual Exploitation of Women and Children, which aims to rehabilitate and reintegrate victims of trafficking into society.(70)

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

The Government of India's National Policy on Child Labor includes direct assistance projects, which are collectively known as NCLPs. The MOLE coordinates the NCLPs, which operate at the district level, to identify working children under age 14, withdraw them from hazardous work, and provide them with education and vocational training.(38) In 2011, the MOLE more than doubled the salaries of the NCLP implementing staff members to improve the retention of qualified teachers in

NCLP schools. This increase came as a result of findings from the 2010 evaluation of the NCLP according to which NCLP staff salaries were substandard and resulted in problems in retaining high-quality staff.(71, 72) The projects set up NCLP schools; mainstreamed children into formal education; and provided them with stipends, meals and health checkups. As of 2011, approximately 339,000 former child laborers were enrolled in the NCLP schools, and there were more than 8,700 schools in 266 districts across India.(38) The process of forming NCLP schools and identifying their students begins with a survey conducted at the district level.(73)

The NCLP scheme is linked to the Ministry of Human Resource Development's (MHRD's) Education for All Program to ensure children's smooth transition from NCLP schools into the formal education system. During 2011, the MHRD continued to extend its mid-day meal program to NCLP students.(74) With support from UNICEF, the MOLE is developing a national communication strategy on child labor and pilots a national tracking system to monitor children in NCLP schools in the states of Karnataka, Andhra Pradesh, Uttar Pradesh and West Bengal.(71)

The Government is currently participating in a USDOL-funded, \$6.85 million Convergence Model Project, begun in 2008 and scheduled to conclude in 2013, which targets 9,700 children for withdrawal and 9,300 children for prevention from work in hazardous labor in 10 districts in the states of Bihar, Jharkhand, Gujarat, Madhya Pradesh and Orissa.(28) The project is designed to strengthen the Government's efforts to combat hazardous child labor by combining its various social protection and welfare programs, including the National Rural Employment Guarantee Scheme (NREGS), the National Child Labor Project, the *Swablamby Swasthya Yojana* Health Insurance Scheme, *Sarva Shiksha Abhiyan* and the Skills Development Initiative Scheme. In 2012, the Government gave workers in the informal economy access to the *Rashtriya Swasthya Bima Yojana* Health Insurance Scheme.(75) The question of whether these social protection schemes have an impact on child labor does not appear to have been studied.

In 2011, results were reported from the 2009-2010 National Sample Survey Organization (NSSO) survey on the child labor situation across the country. The results demonstrated a 45 percent decrease in child labor compared with the findings from the previous 2004-2005 NSSO survey.(76, 77) Because India's child labor laws do not consider children working in the informal economy as being engaged in exploitative child labor, these children may have been excluded from the survey.

The MOLE's Grants-in-Aid scheme funds over 65 NGOs to provide rehabilitation services to working children.(71) Its

Skill Development Initiative Scheme offers vocational training programs and gives priority to the children withdrawn from child labor and to the parents of child laborers.(78)

The Government of India and state governments are collaborating on a program to rescue and rehabilitate child and adult bonded laborers.(79) As part of this scheme, the MOLE supports the funding of a survey at the district level every 3 years on the prevalence of bonded labor. Bonded laborers identified through the survey are rehabilitated.(79) Although surveys are conducted, data on the incidence of bonded labor in India's 28 states were unavailable and the data that has been collected is not disaggregated to include children who are victims of bonded labor.(38)

In 2011, the MOLE continued to expand on its pilot project in Tamil Nadu to reduce bonded labor in brick kilns and rice mills. Based on this pilot project, the MOLE implements a holistic, convergence-based approach to address bonded labor in the states of Andhra Pradesh, Haryana and Orissa, which integrates existing government social and welfare programs to target vulnerable workers.(71)

The MWCD provides a package of services for vulnerable children, including those most likely to be exploited in

the worst forms of child labor. It seeks to protect children, including working children, through its Integrated Child Protection Scheme (ICPS).(65) The ICPS aims to improve access to protection services, create public awareness, increase accountability on child protection, enhance service delivery, and set up a monitoring and evaluation system. In 2010 and 2011, the Government allocated more than \$17 million and signed MOUs with 16 additional states (33 states and union territories in total) to implement the ICPS.(65) The MWCD has another scheme, the Welfare of Working Children in Need of Care, which provides nonformal education and vocational training to street children and working children living in urban areas not covered by other MOLE schemes. From 2010 to 2011, this scheme received \$2.3 million in funding.(65)

The MWCD also coordinates a wide range of anti-trafficking activities, in collaboration with NGOs and state governments, including raising awareness, maintaining assistance hotlines, rescuing victims and providing shelter homes, counseling, legal aid, medical care, repatriation and rehabilitative services. These efforts include the MWCD's *Ujjawala* scheme, which funds 147 projects to help reintegrate, rehabilitate and repatriate trafficking victims, including children.(65)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Child Labor (Prohibition and Regulation) Act of 1986 to:	
	<ul style="list-style-type: none"> Establish a minimum age for employment in non-hazardous occupations consistent with international standards. 	2009, 2010, 2011
	<ul style="list-style-type: none"> Increase the minimum age for employment in hazardous occupations to meet international standards. 	2009, 2010, 2011
Coordination and Enforcement	<ul style="list-style-type: none"> Expand the scope of the Act to cover children working in family enterprises 	2009, 2010, 2011
	Create a database of labor inspections to better consolidate and inform policy at the national level and make data publicly available.	2009, 2010, 2011
	Disaggregate the data in the Ministry of Home Affairs Crime and Criminal Tracking and Networking System to include child trafficking violations.	2009, 2010, 2011
	Disaggregate data on the number of children who are victims of bonded labor.	2010, 2011
	Expedite the adjudication of child labor cases.	2010, 2011
Policies	Establish effective mechanisms to protect child domestic workers.	2010, 2011
	Encourage development of action plans for the elimination of child labor in states that do not have plans.	2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Conduct both a qualitative and quantitative national survey of bonded labor (disaggregating data on children).	2009, 2010, 2011
	Conduct an assessment of the impact that India's major social protection schemes have had on reducing child labor.	2010, 2011

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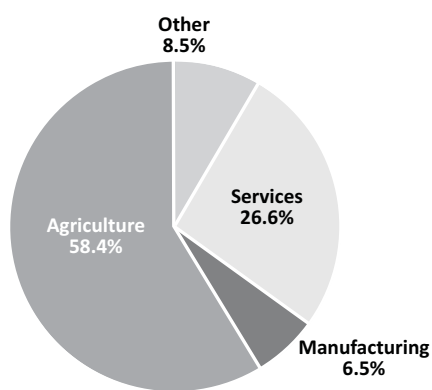
Indonesia

In 2011, Indonesia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government strengthened its legislative framework through the adoption of national- and provincial- level regulations to protect street children. It also expanded many of its social protection programs. These include its conditional cash transfer program, which encourages school attendance and covered more than 1.1 million households during the year. The Government likewise expanded the *Bantuan Operasional Sekolah (BOS)* or education block grants program, which reduces school fees and aims to ensure that primary and junior secondary school students are provided free education. However, children continue to engage in dangerous activities in the agriculture and domestic service sectors.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	5.5 (2,404,626)
Attending School	5-14 yrs.	84.0
Combining Work and School	7-14 yrs.	5.9
Primary Completion Rate		104.9

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2009.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Indonesia are engaged in the worst forms of child labor, many in agriculture and domestic service.(3-6) Children work on rubber, palm oil and tobacco farms.(5, 7-9)



Evidence from Indonesia suggests they may be exposed to extreme weather, the use of sharp objects, falls from tall heights and respiratory problems.(7-9) There is limited evidence that children are engaged in dangerous activities in what appears to be the worst forms of child labor in the production of clove, coconut, coffee, *kapok* (silk cotton), *melinjo* fruit, sugarcane and tea.(7, 10-15). Children who work in agriculture often carry heavy loads, use pesticides and work long hours.(16)

Children, primarily girls, also work as domestic servants.(3) These girls often work long hours, sometimes without rest days or holidays. Child domestics may also be at risk of mental, physical and sexual abuse.(3, 17)

Children also work on the streets, providing services, selling small items, begging and scavenging.(18) Children working on the streets may be exposed to many dangers, including severe weather, traffic accidents and crime.(19) They may also fall victim to child trafficking.(18)

Boys and girls are exploited in prostitution.(20, 21) One recent report revealed that the nature of commercial sexual exploitation in some areas has changed from children living and working out of brothels to children living with their families and working out of hotels and other locations.(21)

Children work in the fishing industry; some children engage in offshore fishing platforms known as *jermals*, for long periods of time. These children are unable to access schools and are often vulnerable to occupational accidents.(4, 22, 23) Children also work in the production of footwear and woodwork.(12, 13, 24) Such children face long working hours, low pay and unsafe working conditions.(13)

Although evidence is limited, there is reason to believe that children are engaged in the worst forms of child labor in the small-scale mining sector,(4, 12) including in gold mines.(24, 25) Children also work in construction.(11) There is limited evidence that children are engaged in the worst forms of child labor in the asphalt, oil, brick, cigarette, floor covering, furniture, marble, stone, textile and tin industries.(7, 10-15) Children working in the production of these goods may be vulnerable to working long hours, carrying heavy loads and inhaling toxic fumes.(13, 14)

Indonesia is primarily a source country for child trafficking. Children, mostly girls, are trafficked to Malaysia, Taiwan and the Middle East; they are subject to forced prostitution and forced labor in domestic servitude.(26-29) Children are also trafficked internally for the purpose of domestic servitude, commercial sexual exploitation (including sex tourism in Bali and Riau Island) and fishing.(30, 31)

The majority of children in Indonesia are able to access school; however, access declines as children get older. World Bank Educational Statistics (2008) note that net enrollment between primary and secondary levels drops from roughly 95 percent to 70 percent, potentially leaving older children more vulnerable to the worst forms of child labor.(32)

Laws and Regulations on the Worst Forms of Child Labor

The Manpower Act sets the minimum age for work at 15, and the minimum age for hazardous work at 18.(4) The Manpower Act also permits light work for children between ages 13 and 15, as long the work does not disrupt their physical, mental and social development.(33) The Manpower Act specifically prohibits children from working in the worst forms of child labor: slavery; prostitution; pornography; gambling; use, production, procurement and trade of alcohol and other illicit substances; and in jobs deemed harmful to their safety, health and moral development.(33) Ministerial Decree 235 (2003) “Concerning Jobs That Jeopardize the Health, Safety or Morals of Children” serves as Indonesia’s list of hazardous work prohibited for children under 18. It prohibits exposure to heavy machinery, confined spaces, hazardous chemicals, heavy loads, isolated areas and late-night hours.(34) The Child Protection Act and Penal Code prescribe penalties for individuals who use children under age 18 for the purpose of economic or sexual exploitation, as well as legal guardians who provide a child younger than age 12 to another person for the purpose of begging, harmful work or work that affects the child’s health.(35, 36) The Manpower Act contains sanctions for violations of labor laws.(37)

Despite the above protections, the Manpower Act excludes children who are self-employed and children who do not have clear wage relationships.(38) Therefore, many children working in agriculture, domestic service and street work continue to be inadequately protected by the law and are particularly vulnerable. Presidential Decree 59 (2002) created the National Action Plan for the Elimination of the Worst Forms of Child Labor (NAP)—which identified 13 sectors that could be considered hazardous, including domestic service—but the Plan does not have the force of law.(37)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	16
	Free Public Education	Yes

To address the gap in regard to child domestic service, in 2006, the Ministry for Women’s Empowerment and Child Protection (MoWECP) created guidelines specifying that the minimum age for domestic work is 15 years and indicating that domestic workers ages 15 through 17 are prohibited from hazardous activities.(39) With support from various NGOs, the MoWECP disseminated the guidelines to employers.(38) These guidelines have the force of law. During the reporting period, the Government of Indonesia’s Legislation Council placed the Domestic Worker’s Protection Draft Bill on the Parliament’s agenda, which would entitle domestic workers, both adult and child, to stronger protections. However, the Bill was removed from the agenda and is currently undergoing review.(40) While the MoWECPS’s guidelines provide protections for child domestic workers, the adoption of the Domestic Worker’s Protection Bill would be a stronger source of protections for child domestic workers, because Indonesia’s legal framework enables ministerial decrees to be changed by a minister while acts such as the Domestic Worker’s Bill can only be modified by the legislative branch.(41)

The MoWECP issued the Ministerial Decree to Increase Family Resilience of Children in Need of Special Protection during the reporting period. This Decree targets vulnerable children, including self-employed children and their families, to receive education, health and livelihoods services.(24, 42) In addition, the Yogyakarta provincial government passed the Children Living on the Streets Regulation during the reporting period.(43) The regulation provides protections to children living and working on the street by facilitating their

reunification with their families, or by providing alternative care and creating programs including ‘good parenting’ training and income-generation opportunities for parents.(44)

Law No. 21 (2007) on the Eradication of the Criminal Act of Trafficking in Persons prohibits the use of forced labor. It also defines and prohibits trafficking, including trafficking for debt bondage and sexual exploitation, with increased penalties in cases in which the victim is a child and when government officials and corporate entities are involved.(45) It appears that the law does not treat child victims of trafficking for sexual exploitation unless a third party is involved to facilitate a transaction.(41) The minimum age for military recruitment is 18.(46)

Presidential Instruction No. 1 (1994) stipulates 9 years of compulsory education for children between ages 7 until 16.(47) The Child Protection Act, articles 48 and 53, also specify that the Government must provide a minimum of nine years of basic education for all children and free education for disadvantaged children.(36)

Institutional Mechanisms for Coordination and Enforcement

The National Action Committee (NAC) for the Elimination of the Worst Forms of Child Labor coordinates and monitors policy and program efforts to eliminate the worst forms of child labor at the national level. The NAC is chaired by the Ministry of Manpower and Transmigration (MOMT) and comprises other government agencies, employers, NGOs and unions.(48) However, beyond the sharing of information, there is a lack of clarity regarding the responsibilities and functions of the committee, as well as the roles member agencies play.(48)

In addition to national coordination, Indonesia mandates the formation of provincial- and district-level committees and action plans. This is required under the Ministry of Home Affairs’ Guidelines for the Formation of Regional Action Committees, the Establishment of Regional Action Plans and the Empowerment of Communities in the Elimination of the Worst Forms of Child Labor (2009). The committees were established to coordinate and monitor policy and program efforts and the development of action plans to eliminate the worst forms of child labor at the local level.(49) During the reporting period, the Government of Indonesia increased the number of child labor action committees to cover 31 provinces (from 29) and 148 districts/municipal areas (from 131).(24) However, the Government is still working to successfully integrate the various entities responsible for working on child labor at the national, provincial and district levels.(50)

The MoWECF coordinates the development and implementation of policies related to child protection.(51) Its child protection policies are subject to inquiry from an independent commission known as the Indonesian Child Protection Commission (KPAI). This commission was created under the mandate of the Child Protection Act and serves to disseminate information on child labor legislation, receive child labor complaints, monitor and evaluate the implementation of child protection efforts, and provide feedback on child protection to the president of Indonesia.(51)

The National Task Force to Combat Trafficking in Persons is responsible for coordinating the country’s anti-trafficking efforts, including child trafficking.(52) The MoWECF coordinates the Task Force across 19 ministries. The Task Force includes six working groups that develop action plans and budgets for programs to address trafficking in persons.(53) In 2011, the Government of Indonesia increased the number of anti-trafficking task forces to 21 provinces and 73 districts, all of which coordinate among provincial and district governments (including police, prosecutors and courts), NGOs and the international community.(42) The MoWECF allocated \$133,000 for all anti-trafficking activities, including those that target children. It also led training programs to educate local law enforcement officials on the law for trafficking in persons.(53)

The MOMT is responsible for monitoring and enforcing child labor laws.(50) During the reporting period, the MOMT employed 2,354 labor inspectors, who are tasked with enforcing all laws, including those related to child labor. Government officials and NGOs note that the number of labor inspectors is not sufficient to adequately enforce child labor laws.(24) Labor inspectors provide information to employers on child labor laws and regulations, issue inspection notices on child labor violations and work with law enforcement officials to prosecute any child labor violations.(50) The Government did not collect data on the number of child labor and trafficking inspections conducted, the number of violations identified or the number of children assisted as a result of inspections.

In addition to the MOMT, the National Police has the right to conduct inspections and raids as well as make arrests in response to all crimes, including those related to child labor and child trafficking.(50, 54) The National Police may also conduct joint inspections with the MOMT, other government agencies and the KPAI.(50) In early 2011, the National Police issued a letter to all provincial, district and sub-district police units to include the elimination of the worst forms

of child labor as a priority in their jurisdictions. The letter tasked them with disseminating information on relevant laws and regulations to members of the business community and with taking action against violators of child labor laws.(15) While the police issued guidance towards eliminating the worst forms of child labor, recent reports indicate that a lack of police training on child labor issues continues to hamper enforcement.(15, 24)

Government Policies on the Worst Forms of Child Labor

The Government of Indonesia's general policy framework for the elimination of child labor is the 20-year National Action Plan for the Elimination of the Worst Forms of Child Labor (NAP) (2002-2022).(37) The NAP is in its second 5-year phase and is focused on continued development of national and local policies to combat child labor, as well as on providing direct assistance to child laborers and at-risk children.(55) The Government allocated \$23 million to combat child labor for the period of 2010-2014.(56) There are five provincial action committees and seven district and municipal action committees that have finalized action plans to eliminate the worst forms of child labor.(24, 57) The Government also continues to operate the National Plan of Action on Trafficking and Child Sexual Exploitation (2009-2014).(54)

The Government has incorporated child labor issues into relevant development agendas. The National Mid-Term Development Plan (2010-2014) addresses the worst forms of child labor in domestic work, transportation, construction and mining; it also provides specific targets and budgetary allocations for action.(58) During the reporting period, the Government and the UN included child labor in the United Nations Partnership for Development Framework (UNPDF), an umbrella framework of UN Support to Indonesia from 2011 to 2015. The child labor component will increase the Government's capacity to effectively implement the NAP and ILO Conventions 182 and 138.(59)

The Ministry of National Education's minimum service standards of basic education program (2011-2013) defines the maximum distance that elementary and junior secondary schools can be from children's households, specifies minimum allowable teacher-student ratios, and identifies minimum teacher education qualifications.(59)

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

During the reporting period, the MOMT continued and expanded its child labor program with a budget of \$3 million. The program withdrew and prevented 3,360 children from exploitative child labor and returned them to school.(24) The Ministry of Social Affairs' street children program also withdrew and prevented street children from exploitative labor.(24, 42) In 2011, the Jakarta provincial government, with a budget of \$61,040, provided 364 street children with shelter care, which included counseling, skills training and education.(24, 60)

During the reporting period, the Government participated in two USDOL-funded multiyear projects, totaling \$11.2 million, that target children exploited in or at risk of being exploited in domestic service, commercial agriculture, street work, drug trafficking and trafficking for commercial sexual exploitation.(37, 61) From April to September 2011, one of the projects withdrew 788 children and prevented 342 children from exploitative labor and supported the establishment of several provincial and district action committees on the elimination of the worst forms of child labor.(59) The Government also participated in a \$22.7 million project funded by the Government of the Netherlands on child labor and youth employment in 33 districts within six provinces in East Indonesia.(62) Additionally, the MoWECp provided skills training to child domestic workers.(63)

The Government continued and expanded implementation of a large-scale conditional cash transfer program that provides cash transfers to poor families who meet a set of criteria, including children's enrollment and attendance in school.(64) In 2011, the program covered 1,116,000 households.(59)

The Government's *Bantuan Operasional Sekolah* (BOS) Program continued to provide block grants to schools, which are intended to reduce fees and ensure that primary and junior secondary school students are provided free education.(47) The Ministry of National Education's minimum service standards of basic education program will cover 216,000 schools from 2011 to 2013.(59) In 2011, the Government expanded its education scholarship program to more than 4 million underprivileged children, including 2.7 million elementary school students, 1.3 million junior secondary school students and 700,000 senior secondary school students.(59)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact laws to protect all children who are self-employed or children who do not have clear wage relationships, including children who work in agriculture, domestic service and street work.	2009, 2010, 2011
	Expand the law to protect child victims of trafficking for sexual exploitation, even if there was no third party to facilitate the transaction.	2011
	Approve the Domestic Worker's Law, thereby providing protection for child domestic workers.	2009, 2010
Coordination and Enforcement	Clarify the roles and responsibilities of the National Action Committee and better integrate that Committee with the Provincial and District Action Committees for the Elimination of the Worst Forms of Child Labor	2009, 2010, 2011
	Track and report the number of child labor and trafficking inspections, violations and convictions, as well as the number of children withdrawn and assisted, and analyze the effectiveness of enforcement.	2009, 2010, 2011
	Increase the number of labor inspectors and adequately enforce child labor laws.	2010, 2011
	Provide child labor training to the police.	2010, 2011
Social Programs	Raise the awareness of parents about the changing nature of the commercial sexual exploitation of children.	2011

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Iraq

In 2011, Iraq made a minimal advancement in efforts to eliminate the worst forms of child labor. The extent to which continued insecurity has affected efforts to address child labor is unknown. While the Government announced the launch of a project to eliminate child labor and the formulation of a new Ministerial committee to fight child labor, it appears the project was not implemented and that the committee was not operational. The Government continues to lack programs that specifically target children in the worst forms of child labor, particularly for children working on the streets or those used in armed conflict. Further, the compulsory education age is lower than the minimum age for entrance to work, leaving children who are no longer required to be in school and not yet permitted to work particularly vulnerable to the worst forms of child labor. Children continue to be engaged in the worst forms of child labor in street work and armed conflict.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	12.4 (875,794)
Attending School	5-14 yrs.	69.6
Combining Work and School	7-14 yrs.	9.9
Primary Completion Rate		65.2

Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Iraq, many in street work and some in armed conflict.(3, 4) Children working on the streets may be exposed to multiple risks, including severe weather, vehicle accidents and criminal elements. Some children reportedly encounter these dangers while engaged in street commerce, shining shoes, washing cars and begging.(3-9)

In some regions of Iraq, children reportedly work in hot and polluted brickyards, making clay bricks. Children working in brickyards often lack protective gear and are exposed to contaminated gases released during production.(3, 10-12) Children reportedly work in dangerous conditions in automobile shops and on construction sites.(4, 13, 14)



Although evidence is limited, there is information indicating that children in urban areas scavenge in dump yards to collect items that may later be sold. In addition to illness from exposure to toxic substances, children may experience physical hazards and psychological damage. Laborers in this sector also experience stigmatization, exploitation and harassment.(15, 16) It is also reported that children in Iraq work in dangerous activities in agriculture.(3, 4, 17) Work in agriculture can involve using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(17)

Sunni and Shiite militias, as well as al-Qaeda in Iraq, recruit and use children as fighters and suicide bombers. They also use children as spies to gather intelligence, and as couriers and for planting improvised explosive devices.(3, 13, 18-26) Although information is limited, there is some indication that children are also used to construct bombs.(25)

Children are exploited in the commercial sex industry, some as a result of trafficking.(26-28) Gangs target young boys and girls for sexual exploitation and for sale into prostitution.(9, 27) Reports indicate that children are trafficked within the country as well as to other countries in the region.(27-30) Women and girls are trafficked internally for sexual exploitation through the traditional institution of temporary marriages.(4, 28, 31) In practice, the bride's family receives a dowry, but, instead of making a true marriage commitment, an agreement is made to dissolve the marriage after a predetermined length of time. This practice has been used to force some brides into prostitution.(4, 28)

Laws and Regulations on the Worst Forms of Child Labor

The 1987 Labor Law, as amended by the Coalition Provisional Authority Order Number 89, sets the minimum age for employment at 15 and prohibits anyone under age 18 from engaging in hazardous work.(32) Article 91.2 outlines categories of work considered hazardous, including work underground, underwater, in an unhealthy environment or where a child is unreasonably confined to the premises, and where children are required to use dangerous machinery or handle heavy loads.(32) Instruction No. 19 of 1987 includes additional prohibitions on hazardous labor for children, barring children from working with lead, toxic substances or in construction, and at tanneries or in any other place of employment that is hazardous to the health or morals of the child.(33)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	11
	Free Public Education	Yes

Order No. 89 sets employment conditions for children age 15 and older, including work hours, medical examinations and annual leave policies; it also provides for the creation of a register of employed young persons.(5, 32) Children employed in family enterprises are exempt from the Order's requirements, which may put these children at greater risk for involvement in the worst forms of child labor.(5, 32)

Order No. 89 prohibits slavery and similar practices, including forced labor, child trafficking and illicit activities such as drug trafficking.(32)

The Constitution prohibits trafficking of women and children and the sex trade.(28, 34) The Penal Code prohibits the enticement of children under 18 years into prostitution and provides for up to 10 years of imprisonment for violations.(30, 35) Law No. 8/1988 on combating prostitution comprehensively prohibits prostitution, including uses of persons for prostitution.(27) Order No. 89 outlaws child prostitution and child pornography; violations are punishable by imprisonment.(32) The Penal Code does not directly address or establish penalties for human trafficking, although child trafficking is punishable by up to 3 months of imprisonment under Order Number 89.(32)

Coalition Provisional Authority Order No. 22, Creation of a New Iraqi Army, sets the minimum recruitment age at 18 and specifies recruitment to be voluntary.(36) Order No. 89 prohibits forced and compulsory recruitment of children for use in armed conflict and outlines the punishment for enlisting children into armed service.(32)

Article 34 of the Constitution guarantees Iraqis the right to free education at all levels.(34) Children in Iraq are required to attend school until age 11. The compulsory education age leaves children ages 12 to 15 vulnerable to the worst forms of child labor, as they are not required to be in school but are not permitted to work either.

Because the Iraqi Constitution allows for semi-autonomy within the Kurdistan region of Iraq, it is unclear whether child labor laws also apply in this area.(34)

Institutional Mechanisms for Coordination and Enforcement

In 2011, the Government reported that a ministerial committee was created to coordinate government efforts to combat child labor. The Committee is comprised of the Ministry of Labor and Social Affairs (MOLSA), the Ministry of Education and the Ministry of the Interior (MOI) and the Agency for the Welfare of Childhood, Women and Health.(26) Research found no evidence that the ministerial committee was active during the reporting period.

The Child Labor Unit (CLU) within the Labor Inspectorate of MOLSA is responsible for enforcing child labor regulations.(27) Furthermore, the MOI and the MOLSA collaborate with the Confederation of Trade Unions and the Iraqi Industries Federation to administer inspection campaigns.(26) It is unclear how these two efforts are separate in practice. An inspection service, established through

MOLSA, is responsible for ensuring the private and public sectors are in compliance with child labor laws.(4) There is no information available on the impact of the inspection service or on whether it was active during the reporting period. Further, during the reporting period, the Labor Inspectorate did not register any cases of children involved in trafficking, forced or compulsory recruitment for armed conflict, or hazardous work.(26)

The MOLSA and the MOI also collaborate as a Joint Committee to coordinate the implementation of measures for removing and rehabilitating street children.(26) There was no information suggesting that this Joint Committee was active in 2011.

A government committee comprised of the Ministry of Human Rights, the Ministry of Foreign Affairs, the MOI and the MOLSA monitors human trafficking and makes recommendations, although it has no authority to implement these recommendations.(37)

The MOIs of both the Iraqi and Kurdish Regional Governments (KRG) are responsible for enforcing anti-trafficking laws.(27) The Government of Iraq did not prosecute any cases of human trafficking during the reporting period.(28)

Government Policies on the Worst Forms of Child Labor

Coalition Provisional Authority Order No. 89, which amended the Labor Code, lays out government policy to address the worst forms of child labor. The order calls for programs to be designed to prevent the engagement of children in the worst forms of child labor, to provide direct assistance for the removal of children in these labor situations and to ensure the children have access to basic education.(32) Information was unavailable

to determine if any government actions were taken in response to this order during the reporting period.

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

Although information is limited, there is some information that the Government of Iraq adopted a project to eliminate child labor in 2011.(26) Research found no evidence this project was implemented or active during the reporting period. No information on the details of the project was made available. Further, research did not uncover the existence of other programs that specifically target children in the worst forms of child labor, particularly children working on the streets or used in armed conflict. The extent to which the current security situation affects program implementation is unknown.

In 2011, the Government of Iraq implemented informal education systems, including evening school programs and “fast education modes,” to encourage children ages 12 to 18 years who had dropped out of school to continue their education.(26) The Government of Iraq continues to participate in programs geared to the needs of the most vulnerable populations, including internally displaced persons and refugees.(38) These marginalized groups are often more susceptible to the worst forms of child labor. The programs, funded by the Governments of Australia, Japan, the Netherlands and the United States, include the provision of psychosocial services specifically for at-risk children in several governorates. As part of the program, the Government monitors and assesses the needs of internally displaced persons and returnees to the country to offer assistance and protection, including from trafficking.(38) The question of whether any of these programs has an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Provide legal protection for children working in family businesses and on the streets.	2009, 2010, 2011
	Increase the age of compulsory schooling to at least 15, the minimum age for work.	2009, 2010, 2011
	Ensure that legislation explicitly prohibits the trafficking of children and that the penalties reflect the gravity of the crime.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Operationalize the established coordination mechanisms such as the ministerial committee to fight child labor, the joint committee to address the issue of street children, and the committee to monitor human trafficking.	2011
	Develop procedures for the newly formed Ministerial Committee to proactively coordinate government efforts to combat the worst forms of child labor.	2011
	Conduct child labor inspections including areas where children are known to work.	2011
Social Programs	Implement the adopted project to eliminate child labor.	2011
	Implement programs to address the worst forms of child labor, particularly in street work.	2010, 2011
	Implement programs to demobilize and reintegrate children engaged in conflict.	2009, 2010, 2011
	Conduct a national survey on child labor to assess the impact of existing programs on addressing the worst forms of child labor.	2011

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In 2011, Jamaica made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government ratified the Convention on the Rights of the Child Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography. With assistance from the ILO, the Government conducted an Assessment of the Implementation and Enforcement Machinery to Combat Child Labour in Jamaica, which includes concrete recommendations for improvement. In addition, the Government established a coordinating mechanism on child labor issues and passed a bill to guarantee free public primary education. Despite these efforts, Jamaica still faces legislative gaps, lacks current statistics on child labor and has not committed sufficient staff and resources to enforce child labor laws and implement programs. Children in Jamaica continue to engage in the worst forms of child labor, including in street work and commercial sexual exploitation.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	8.4 (48,336)
Attending School	5-14 yrs.	98.6
Combining Work and School	7-14 yrs.	9.5
Primary Completion Rate		73.4

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MISC3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Jamaica are engaged in the worst forms of child labor, including in street work and commercial sexual exploitation.(3-7) On the streets, children typically work in markets, as ambulatory vendors or as beggars.(3, 5-7) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(8) Some children involved in street vending are reportedly in situations of forced labor.(3, 9) Limited evidence suggests that children collect discarded tins from garbage dumps to sell to scrap metal dealers. In dumps, children risk skin lacerations and subsequent bacterial infections.(10)

Child prostitution is a problem, including child sex tourism in the island's resort areas.(4, 5, 7, 11) Some children in commercial sex work are victims of human trafficking.(4, 6, 9)



Although evidence is limited, children are reportedly exploited through forced labor in domestic service and begging.(3, 7, 9)

Children on the island are used for a variety of illicit activities. They execute financial scams and serve as drug and gun couriers.(11-13)

Children in Jamaica are exposed to risks in agricultural work and construction.(3, 5-7, 14) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(15) Limited evidence suggests that children also work in the fishing industry.(14) Children working in fishing are susceptible to risks such as drowning.(16)

Though the extent of the problem is unclear, there is evidence of children's involvement in the production of pornography in Jamaica. Children are known to be used as the subjects of pornographic films and, less commonly, live sex shows.(4, 17-21)

Laws and Regulations on the Worst Forms of Child Labor

The Child Care and Protection Act of 2004 establishes the minimum age for employment at 15. The Act permits children ages 13 and 14 to engage in light work that the Minister of Labor has a legal responsibility to define. However, the list of occupations that constitute light work remains in draft form.(14, 22) The Act also sets the minimum age for hazardous work, including industrial labor and night work, at 18.(22) The Act explicitly protects children from street begging, making it an offense for an adult to cause, procure or permit a child to beg or receive alms.(22) The Building Operations and Works of Engineering Construction Regulations of 1968, the Shipping Act and the Dock's (Safety Health and Welfare) Regulations of 1968 include specific provisions prohibiting the employment of children in certain types of hazardous work.(23)

Parliament is currently reviewing a new Occupational Safety and Health (OSH) Act, which contains an annex with a list of hazardous occupations it would prohibit for children under age 18. The list contains 45 types of work, including fishing at sea, working with pesticides, operating heavy equipment, producing and trafficking illicit drugs and participating in the production

of pornography.(3, 5, 24, 25) The new OSH law also contains the draft list of light work occupations.(14) Further, the law would increase fines for illegally employing children.(5) It would also provide inspectors access to workplace areas that are currently prohibited, possibly facilitating more effective enforcement of child labor laws.(5, 14, 24, 25) However, the Government has not enacted the OSH Act.(3, 6, 14, 26, 27)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	18
	Free Public Education	Yes

Forced labor is not prohibited under Jamaican law. (3, 7) However, child trafficking is legally banned.(25) The Trafficking in Persons (Prevention, Suppression and Punishment) Act of 2007 criminalizes all forms of trafficking, while the Child Care and Protection Act explicitly prohibit the sale and trafficking of minors.(9, 22, 28)

The Child Pornography Prevention Act of 2009 prohibits using or involving a child in the production of pornography as well as producing, distributing, possessing or accessing child pornography.(29) The Sexual Offences Act of 2009 prohibits procuring or attempting to procure a person under 18 for sexual intercourse and prohibits procuring a person of any age to become a prostitute.(25) In August 2011, Jamaica ratified the Convention on the Rights of the Child Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.(30)

Though the Child Care and Protection Act forbids children from selling alcohol and tobacco products, Jamaican law, except for the limited instances discussed above, does not prohibit

procuring or offering a child for illicit activities, including drug production and trafficking.(22, 25)

The minimum age for voluntary recruitment into the armed forces is 18, though recruits may begin training at 17 years, 6 months.(31)

The Government raised the minimum compulsory education age from 16 to 18 in 2008.(6) In March 2011, the Government passed the Charter of Rights Bill, which guarantees free public pre-primary and primary education to all citizens.(32)

Institutional Mechanisms for Coordination and Enforcement

In 2011, the Government formed a new interagency commission to coordinate efforts to combat child labor. The commission includes the Ministry of Labor and Social Services (MLSS), the Child Development Agency (CDA), the Office of the Children's Advocate (OCA) and the Office of the Children's Registry (OCR).(6)

MLSS's Child Labor Unit (CLU) and Occupational Safety and Health Unit (OSHU) and CDA are responsible for enforcing child labor laws, monitoring related violations and overseeing efforts to address the problem.(3, 5) According to the ILO, each of these offices has insufficient staff to effectively carry out its mandate.(33) MLSS employs 16 labor inspectors and 30 general inspectors who are trained to investigate a range of violations, including child labor violations.(6) In 2011, funding for labor inspections was approximately \$415,000. OSHU conducted 2,192 inspections covering ships, docks and registered and unregistered factories.(6) However, no cases of child labor were identified as a result. Many children involved in the worst forms of child labor in Jamaica are found in informal activities like street work, which are not reached by inspections. The Office of the Children's Registry receives complaints about child abuse, including criminal violations of child labor laws.(6) In 2011, the registry received 78 reports of child labor and one case of child trafficking.(34)

The Government has established a National Task Force Against Trafficking in Persons. In previous years, the Task Force has comprised representatives from the Ministries of National Security and Foreign Affairs, the Jamaica Constabulary Force (JCF) and the Department of the Public Prosecutor. (5) In 2011, the body expanded significantly, to include representatives from the Ministries of Health, Education, Justice, Labor and Youth and Culture.(6) The Task Force is

responsible for facilitating information exchanges between government agencies and external stakeholders and creating momentum for counter-trafficking efforts. It oversees the implementation of the country's action plan on human trafficking.(35)

The JCF has independent authority to enforce criminal laws, including those related to the worst forms of child labor and possesses a Trafficking in Persons (TIP) Unit that investigates and prosecutes instances of child trafficking and commercial sexual exploitation.(5, 19, 35) Between April 2010 and March 2011, the TIP Unit conducted 14 human trafficking raids and investigations. However, the Government did not report any new trafficking convictions.(9)

Government Policies on the Worst Forms of Child Labor

The CLU is responsible for implementing Jamaica's National Plan of Action on Child Labor.(5, 13) The Plan prioritizes children engaged in domestic service, prostitution, forced labor and hazardous work, including agriculture.(36) It identifies four primary objectives: gather current and reliable data; establish public awareness and sensitization; improve MLSS personnel capacity to identify children exposed or vulnerable to child labor and work with trade unions and the Jamaica Employers' Federation to build awareness among employers. (13) However, not all of these objectives are being met. Both the Children's Advocate and the Director of the CLU have said the lack of recent statistical data and absence of a system to track child laborers hampers efforts to combat child labor.(13, 33) In addition, the CLU has inadequate resources to effectively implement the National Plan of Action.(13, 33)

Jamaica's National Action Plan to Combat Human Trafficking details short- and long-term activities to combat trafficking in persons.(37) Key priorities include targeting law enforcement to address the commercial sexual exploitation of children and public awareness and outreach programming.(38)

Although education is compulsory through grade nine, this requirement is not universally enforced because of the financial constraints some families face and the absence of enforcement authorities such as truant officers.(33)

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

The Government is participating in a global child labor project, Tackle Child Labor through Education (TACKLE), funded by the European Commission that is scheduled to end in August 2013. The TACKLE Project aims to reduce poverty by providing children access to basic education and skills training and by strengthening the capacity of national and local authorities to combat child labor.(39) In Jamaica, the program includes efforts to enhance legislation and improve policies around child labor.(39-41) The Government planned to conduct a series of baseline child labor surveys through TACKLE, but they have been delayed due to funding and capacity constraints.(5, 6)

Under the TACKLE Project, the Government conducted an Assessment of the Implementation and Enforcement Machinery to Combat Child Labour in Jamaica.(25) The report analyzes the strengths and gaps in the Government's current institutional, policy and programmatic frameworks to combat child labor, making concrete recommendations for improvement. The Government also runs a hotline that receives reports of child abuse, including cases that involve the worst forms of child labor.(5)

Through the Office of the Children's Advocate and the National Task Force Against Trafficking in Persons, the Government implemented efforts to raise awareness about child trafficking and prostitution.(9) It also maintains a crime hotline that receives reports about child labor and trafficking.(3, 9) The Government has established three shelters to aid female trafficking victims.(3, 25) It also operates facilities that house child victims.(25) It is unclear whether these efforts are sufficient in assisting victims of child trafficking.

The Program for Advancement through Health and Education (PATH) is a government-run conditional cash transfer program. Among PATH's objectives is the reduction of child labor through the provision of grants contingent on children's minimum school attendance.(42, 43) Thus far, evaluations of PATH do not appear to have provided conclusive evidence about the program's impact on child labor.(44)

Existing government programs are not extensive enough to reach all children engaged in the worst forms of child labor and do not target children in domestic service or street work.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact the new Occupational Safety and Health Act, including the list of hazardous occupations prohibited to children under age 18 and the list of light work activities permitted for children aged 13 and 14.	2009, 2010, 2011
	Adopt legislation to prohibit all forms of forced labor.	2009, 2010, 2011
	Adopt legislation to prohibit procuring or offering a child for illicit activities, including drug trafficking and production.	2009, 2010, 2011
Coordination and Enforcement	Assess the adequacy of staffing within agencies responsible for the enforcement of child labor laws and regulations.	2011
Policies	Assess the adequacy of resources allocated for effective implementation of the objectives of the National Plan of Action on Child Labor and specifically explore ways to— <ul style="list-style-type: none"> • Collect, analyze and disseminate current child labor statistics. • Implement a system to track child laborers after they have been identified and/or removed from child labor. 	2010, 2011
	Expand education policy to facilitate universal compulsory education through grade nine, as mandated by law.	2011
Social Programs	Implement child labor baseline surveys under the TACKLE Program	2010, 2011
	Ensure the crime hotline and government support shelters to assist child victims of trafficking are sufficiently funded and staffed in order to adequately serve the targeted population.	2011
	Further assess the impact PATH may have on addressing child labor.	2010, 2011
	Expand programs that assist children in the worst forms of child labor and develop programs to aid children in domestic labor and street work.	2010, 2011

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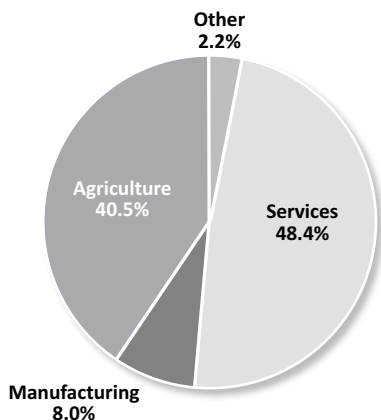
Jordan

In 2011, Jordan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved the country's first national child labor strategy and updated its list of hazardous forms of child labor. However, the law still lacks some protections against worst forms of child labor, including failing to protect boys under 18 from prostitution. Although the Government implements various programs for children, including those in child labor, programs to combat child domestic service, street work and child labor in dangerous agriculture do not exist. Children continued to be involved in the worst forms of child labor particularly in dangerous activities in agriculture and in small business.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	0.8 (11,255)
Attending School	5-14 yrs.	94.9
Combining Work and School	7-14 yrs.	0.7
Primary Completion Rate		101.4

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from CLS and SIMPOC Survey, 2007.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Jordan are engaged in the worst forms of child labor, including in dangerous activities in small business and agriculture.(3-7) Children, mostly boys, work in a variety of



hazardous occupations in small businesses, including auto repair, construction work and work as electricians.(5, 8, 9) Children performing this type of work are exposed to electric shocks, heavy loads, sharp tools, chemical burns, poisoning and noise pollution.(8) Children, mostly girls, engage in agricultural work.(3-6, 8, 9) There is some indication that the children of migrant workers from Egypt, Pakistan and Syria work alongside their families in agriculture.(4) Children working in agriculture perform a variety of tasks and may be exposed to risks such as dangerous machinery and tools, harmful pesticides and heavy loads.(8-10) Children are also engaged in fishing in Jordan, which may expose them to risks such as drowning.(5, 9, 11)

Boys also work in mines and are involved in the transport and storage of goods to and from the market, during which they risk exposure to dust and fumes, loud noise, insufficient lighting, harmful chemicals and sharp tools.(5, 6, 8, 9)

Child labor is also common in the tourist areas such as Petra. These children work in hotels, restaurants and as vendors near tourist attractions doing tasks in which they are subject to exhaustion from long working hours and overheating from extreme temperatures.(3, 8, 9, 12)

There are reports that children are increasingly involved in trash picking and scrap metal collection.(4, 6)

There are street children in Jordan, some of whom are involved in begging.(3, 6, 9) There is increasing anecdotal evidence of

child begging rings that involve trafficking of children.(13, 14) Children working on the streets are exposed to a variety of hazards, which may include severe weather, accidents caused by proximity to automobiles and vulnerability to criminal elements.(3)

Anecdotal evidence points to the possibility of underage girls from Jordan working in third party homes as domestic workers.(3) Additionally, there have been cases of trafficking of underage foreign domestic workers from Indonesia, some as young as age 14 reported.(3, 15, 16)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code establishes the minimum age for work at age 16.(17, 18) Children younger than age 16 are prohibited from working more than 4 hours straight, more than 6 hours a day, on weekends, holidays or at night.(18, 19) The Labor Code protections do not apply to unregistered or family businesses, in which many children are employed.(20)

	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	16
	Free Public Education	Yes

In June 2011, the Government of Jordan updated article No. 74 of the Labor Act, which details the hazardous forms of labor prohibited to juveniles under the age of 18.(21) These hazardous jobs for children under age 18 include work involving explosives or flammable materials; mining; work requiring special protective gear; work with sharp machinery; work involving exposure to traffic and other moving vehicles and service jobs involving work with the elderly

and addicts.(21, 22) The Labor Code also prohibits forced labor.(18, 23)

The Penal Code prohibits the procurement of a woman under the age of 20 for prostitution and related activities.(24) The Code also protects boys under the age of 15 from acts of sodomy. However, these provisions do not protect boys from prostitution and other related activities.(25) Under the Criminal Code, individuals are banned from selling or possessing “lewd materials that could corrupt public morality” for purposes of distribution or public display.(25) Jordan’s Law on Narcotic Drugs (1988) imposes the death penalty for anyone who uses a minor for the production, transportation, sale or purchase of drugs.(26)

The Anti-Human Trafficking Law prohibits human trafficking for the purposes of forced labor and sexual exploitation, including prostitution.(27) It specifies imprisonment and other penalties for trafficking violations.(27-29) Penalties are enhanced in cases when the victim is a child, female or a person with disabilities.(28, 29)

The Constitution of Jordan ensures access to free and compulsory education for all Jordanian school-aged children as a fundamental right until the age of 16.(30) There are significant disparities among governorates in the rates of enrollment.(31) While tuition to government schools is free in Jordan, the associated costs (books, uniforms, transportation, etc.) often deter parents from sending their children to school.(8)

Institutional Mechanisms for Coordination and Enforcement

The Child Labor Unit (CLU) is responsible for proposing and drafting new legislation on child labor; monitoring its scope and prevalence; directing child labor inspections and ensuring the enforcement of child labor laws.(12, 17) The National Committee on Child Labor (NCCL), which includes the Ministry of Labor (MOL), the Ministry of Education, the Ministry of Social Development and the Ministry of Health, coordinates the Government’s child labor related activities.(12, 32)

The CLU has three full-time staff in Amman dedicated to implementing the Government’s child labor programs and directing policy initiatives on child labor.(4) The MOL employs 130 labor inspectors throughout the country equipped with legal training and authority to provide advice, warnings and citations to violators of child labor laws.(33, 34) Under the National Framework to Combat Child Labor (NFCC), it is the responsibility of the MOL’s 20 field-based national liaison

officers to transfer withdrawn child laborers to social support centers, NFE centers or other NGO program centers for working children.(33, 35) Because of inadequate funding, the CLU lacks the capacity to conduct a sufficient number of child labor inspections across the country.(3)

During the reporting period, the CLU participated in training the inspectors on child labor and established a child labor focal point in each governorate equipped with knowledge of local social services – including NFE education, vocational training, counseling—and how to deal with cases of child labor.(33) The MOL's Inspection Department found 941 cases of child labor involving Jordanians and 31 involving non-Jordanians in 2011.(36) Of these cases, 905 corrective notices and warnings were given to violating institutions, and 67 received violations.(36) Violations are only issued when employers repeatedly and knowingly violate the law.(3, 37)

Chaired by the Minister of Justice, a National Committee for the Prevention of Human Trafficking coordinates the implementation of the National Strategy and Action Plan to Combat Human Trafficking.(38, 39) Trafficking crimes are investigated and prosecuted by the Joint Labor Inspector, the police's Anti-Trafficking Investigation Unit and the Human Trafficking Office within the Public Security Directorate's Criminal Investigation Unit (CID).(14, 39) Despite the trafficking law and strategy, the Government's acknowledgement of trafficking in Jordan is very new, resulting in little understanding of the issue among labor inspectors, the police and other legal officials. The low statistics on the number of victims, prosecutions, convictions and sentences to date are likely due to a general lack of government capacity to identify victims and implement the law.(14, 16)

Research was unable to determine if the CID investigated or prosecuted cases of child labor or trafficking during the reporting period.

Government Policies on the Worst Forms of Child Labor

In August 2011, the Government of Jordan formally approved the country's first national action plan specifically for the elimination of child labor.(21) NFCC is a reference document and referral guide that outlines the roles, responsibilities and methodologies government agencies, including the MOL, the Ministry of Education, the Ministry of Social Development, NGOs and other entities employed in response to cases of child labor, with the goal of protecting children from exploitative labor conditions.(21, 35)

Launched in March 2010, the National Strategy to Combat Human Trafficking (2010-2012) focuses on the prevention, protection, legal pursuit, partnership building and international cooperation at the local, regional and international levels.(29) The Strategy involves the participation of government, international and national civil society entities.(29)

The Jordanian National Plan of Action for Children (2004-2013) includes the goal of eliminating child labor by 2013. The Plan proposes to do this through the development of livelihood plans for families of child workers, harmonization of national legislation with ILO Convention 182, awareness raising campaigns and the rehabilitation and reintegration of target children.(35, 40, 41) Research on the Plan's impact on reducing child labor was not available.

The National Agenda (2006-2015) is the Government of Jordan's overall development agenda, which calls for strengthening the labor inspectorate and for the provision of vocational training opportunities.(42-44) The Agenda includes a comprehensive social protection strategy that encompasses social assistance and social insurance, highlighting various issues for the Government's future engagement as the chief social protection provider.(43, 44) The question of whether this policy has an impact on child labor does not appear to have been addressed.

The National Aid Fund (NAF), an autonomous institution established under Law 36 in 1986, is the sole state-funded institution responsible for providing social protection for the poor and vulnerable of Jordan.(45) NAF administers poverty alleviation programs, including an ongoing cash transfer program that targets various categories of vulnerable households, including women with young children and families headed by divorced or abandoned women.(8, 43, 45) In 2011, the program had approximately 205,900 beneficiaries.(43)

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

In 2011, the Government of Jordan continued to participate in three USDOL-supported projects worth a total of \$10 million. The 2008-2012 project aims to withdraw and prevent 8,000 children from the worst forms of child labor through the provision of education and other social services.(45) The project raises awareness regarding the importance of education and mobilizes community members to improve public schools' educational services.(21, 46) Over the reporting period, the program was instrumental in the development process of the NFCC, which was approved by the Prime Minister in August.(46) The project has also strengthened awareness of the

child labor problem in Jordan through building the capacity of the media to report the issue.(21)

During the reporting period, the Government of Jordan also collaborated on a 4-year (2010-2014) \$2 million USDOL-supported project developing methods and mechanisms needed to implement the NFCC.(47)

During the reporting period, the Government of Jordan participated in a 4-year (2010-2014), \$4 million USDOL-supported project with the goal of reducing the number of children engaged in exploitative child labor in the following sectors in Jordan: the construction, workshops, manufacturing and storage industries as well as domestic service.(8, 48) The project targets 3,500 children for withdrawal, 3,500 children for prevention and 3,500 families for livelihood support.(8) Serving beneficiaries in poverty stricken areas including East Amman, Zarqa, Mafraq and Ma'an, the project delivers nonformal education, including vocational training, and livelihood services.(8, 48) Over the reporting period, the project conducted a baseline survey in East Amman to determine the prevalence and nature of child labor, and began to implement its nonformal education program with a local partner.(8, 49, 50)

Jordan instituted many youth capacity-building, livelihood and education programs over the reporting period, including the

Mustaqbali.(51-53) This project delivers a package of career exploration and preparedness activities to adolescents at various youth and women's centers.(53) It also provides community awareness raising for parents of adolescents and private sector employers.(53)

The Government of Jordan continued to operate the Second Education Reform for the Knowledge Economy (2009-2015) Project and the Jordan Education Reform Support Program, which include reforms of Jordan's vocational education system to reflect the occupational requirements of the country's economic sectors.(54, 55) The Vocational Educational and Training Project aims to improve labor market information systems.(51) During the reporting period, the Government of Jordan, with support from Japan's International Cooperation Agency, worked to establish a more efficient vocational training center model to better meet the demands of Jordan's labor market.(52)The impact of these programs on child labor has not been assessed.

The Government implements a project aimed at reducing school violence, which research suggests deters children from going to school.(56) The Ma'an Campaign (2009-2012) aims to reduce violence towards students by promoting new disciplinary techniques.(56) Research found no evidence of the impact of school violence programs on the reduction of child labor.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact laws to increase the protection of children who work in family businesses and the agriculture sector.	2009, 2010, 2011
	Amend the Penal Code to ensure that the prostitution of males less than age 18 is prohibited.	2010, 2011
Coordination and Enforcement	Increase funding to the CLU to increase its child labor inspection and reporting capacity.	2011
	Increase the capacity of government officials to investigate, prosecute, convict, and sentence perpetrators of trafficking offences, especially among vulnerable and hidden populations of underage third-country domestic workers.	2011
	Develop and implement strategies to effectively increase reporting on trafficking offences.	2010, 2011
Policies	Assess the impact that existing social protection policies may have on addressing child labor.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Analyze and address the disparities among governorates in education enrollment rates.	2011
	Take measures to eliminate barriers for those children deterred from attending school.	2011
Social Programs	Assess the impact that existing programs may have on addressing child labor.	2010, 2011
	Increase protection programs for working children in vulnerable sectors, such as domestic servitude, street work, and agriculture.	2009, 2010, 2011

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Kazakhstan

In 2011, Kazakhstan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Kazakhstan, along with NGOs and private companies, conducted national and regional public awareness campaigns on hazardous child labor and human trafficking; approved the National Action Plan to Combat Human Trafficking (2012-2014); worked with international organizations to conduct a baseline study on child labor in agriculture in Almaty and South Kazakhstan and participated in ongoing projects to combat the worst forms of child labor, including children working in tobacco farming. However, gaps in interagency coordination and monitoring and enforcement of child labor laws continue to exist and migrant children continue to have limited access to education. Children continue to engage in dangerous agricultural work, including in cotton.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	3.2 (79,690)
Attending School	5-14 yrs.	90.7
Combining Work and School	7-14 yrs.	3.6
Primary Completion Rate		116.2

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(2)

All other data: Understanding Children's Work Project's analysis of statistics from UNICEF MICS, 2006.(1)

Prevalence and Distribution of the Worst Forms of Child Labor

Children in Kazakhstan are engaged in the worst forms of child labor, many of them in cotton farming. In cotton fields, children work long hours in extreme heat and sun without proper protection; are without adequate access to water, nutrition, or sanitation; and are exposed to harmful pesticides that can damage their health and growth.(3-5) Children from the neighboring countries of the Kyrgyz Republic and Uzbekistan migrate along with their families to work in the fields of Kazakhstan.(13) However, recent reports suggest a significant reduction in the worst forms of child labor in the production of tobacco during the 2010 and 2011 harvests in Kazakhstan is due to a decline in the overall production of tobacco as well as an increase in child labor elimination efforts in that sector.(5-9)



There is evidence that children work in the production of vegetables, but the scope and prevalence of the problem is unknown.(5, 10, 11) Recent reports have also indicated that some of these children have been trafficked into the production of vegetables.(11) Children's work in agriculture commonly involves unsafe activities, such as using potentially dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(12)

Children in urban areas beg and unload goods from trucks on the streets.(4, 13) Children working on the streets may be exposed to multiple dangers, including severe weather, vehicle accidents and criminal elements.(14)

There is also evidence that children are forced into begging and prostitution.(6, 15) There is limited evidence that children from neighboring countries are trafficked for construction.(11) Children are trafficked for forced labor to Kazakhstan. Girls from neighboring countries are trafficked for prostitution.(8, 11, 16)

Laws and Regulations on the Worst Forms of Child Labor

The minimum age for employment is 16.(17) The minimum age for employment for light work is 14.(6, 17)

The Labor Code identifies a list of working conditions prohibited for children under age 18.(18) These include gambling, working overtime, working in night-time entertainment establishments and carrying weights above a maximum standard. Children under age 18 are also barred from the production, transport, and trade of alcoholic products, tobacco goods, narcotics and psychotropic substances.(18) In 2007, the Ministry of Labor and Social Protection of the Population of the Republic of Kazakhstan updated the list of hazardous work and occupations prohibited to those under age 18. This list prohibits children from working in a number of sectors and activities, including the production

of cane, opium, tobacco and cotton, and agricultural work involving the use of pesticides and herbicides.(19, 20) The Ministry is currently reviewing instructional guidelines on how to identify child labor cases. Once the review is complete, the guidelines will be appended to an List of Hazardous Work.(5) The Government is also developing a list to define “light work” for children ages 14 to 15. The list awaits final approval from the Ministry of Labor and Social Protection.(5)

	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	17
	Free Public Education	Yes

The Labor Code prohibits forced labor, unless under a court mandate or in a state of emergency.(18) In addition, the Penal Code prohibits trafficking in persons for forced labor and commercial sexual exploitation.(8) Recent legal reforms in 2010 have strengthened the trafficking in persons initiatives clearly defining the roles and responsibilities of enforcement officials.(16) The Criminal Code prohibits and prescribes penalties for the sale or trafficking of children, the sexual exploitation of children—including prostitution and pornography—and the use of children for illicit activities such as begging and the transportation and trade of drugs.(21, 22) The compulsory recruitment age for the military is 18, and the voluntary recruitment age for the military is 19.(23)

The law provides for free and universal education for Kazakhstani children. The education law specifies that primary and secondary education are mandatory for Kazakhstani children.(9) The Ministry of Education Decree 468 states that seasonal migrants are not allowed to access education in Kazakhstan, although Kazakhstan and the Kyrgyz Republic have

a bilateral agreement allowing Kyrgyz migrant workers to access social services in Kazakhstan, including education.(10) Philip Morris Kazakhstan (PMK) and NGOs help facilitate migrant workers’ access to education.(10) However, in practice, some Kyrgyz migrant children face barriers to access education because they lack the required documentation or are discouraged from attending school by their parents, who fear deportation. In addition, some Kyrgyz children who access education face obstacles in receiving completion certificates.(17)

Institutional Mechanisms for Coordination and Enforcement

The National Coordination Council to Combat the Worst Forms of Child Labor coordinates efforts to address the worst forms of child labor. It also prepares proposals and recommendations on implementing state policy on eliminating child labor. The Council is overseen by the Ministry of Labor and Social Protection.(19) In May 2011, the Council met to discuss a number of items, including the 2012-2014 National Action Plan on the Worst Forms of Child Labor (approved in February 2012), the South Kazakhstan pilot child labor-monitoring program and a child labor public awareness campaign.(6, 24) Despite the National Coordination Council’s efforts to combat child labor, reports indicate that interagency cooperation remains a challenge to program implementation.(6)

The Interagency Trafficking in Persons Working Group, which is chaired by the Ministry of Justice and includes other relevant ministries, has the primary responsibility of coordinating efforts to combat human trafficking.(4) The group meets quarterly to report on each agency’s anti-trafficking efforts.(16)

The Ministry of Labor and Social Protection is responsible for the enforcement of child labor laws.(6) Ministry officials have acknowledged that the funding available for inspectors is not adequate to carry out thorough inspections.(6) No data are available on the number of labor officers trained on the issue of child labor or the number of child labor investigations, violations, prosecutions and convictions. In 2011, the Interior Ministry trained 150 criminal and migration police in investigating the worst forms of child labor, including sexual exploitation.(6) The Almaty Child Protection Department works with the police to conduct investigations of markets to identify migrant children who work as loaders.(25)

The South Kazakhstan Child Protection Department works with the Prosecutor’s office and the police to conduct investigations of children working in the cotton harvest.(10, 15) However, enforcement has, at times, punished

teachers whose students have been working in the cotton fields even though teachers have not been involved in requiring students to work in the cotton fields.(9, 10)

The Government maintains three hotlines for child-related issues, including child labor and child trafficking, operated by the Ministries of Justice, Internal Affairs and Education and Science. All child labor and trafficking cases are referred to the police and/or NGOs, which are then referred to shelters or crisis centers.(26)

The Anti-Trafficking Unit in the Criminal Police Committee's Organized Crime Department employs 35 officers responsible for investigating allegations of human trafficking, including trafficking of children.(4) In 2011, the Ministry of Interior identified 84 trafficking victims, investigated 111 trafficking cases and prosecuted 82 trafficking cases. Research reveals information pertaining to the nationality and gender but not the age of the trafficking victims, so it is unclear how many victims were children.(27)

Government Policies on the Worst Forms of Child Labor

The Ministry of Labor and Social Protection was responsible for coordinating the National Action Plan on the Worst Forms of Child Labor (2009-2011). The Plan coordinated efforts to combat child labor, including strengthening legislation and policies on child labor, creating a child labor monitoring system, raising awareness on child labor and creating regional programs to address child labor.(28) During the reporting period, the Government failed to meet the majority of the Plan's objectives. Government agencies responsible for implementation critiqued the Plan for not adequately integrating into existing government programs related to child protection and for relying too heavily on international organizations to meet its objectives.(6) On February 10, 2012, the Government approved the Joint Action Plan for the Elimination of the Worst Forms of Child Labor and Implementation of ILO International Convention 182 in the Republic of Kazakhstan for 2012-2014.(24) However, the Plan still awaits the approval of relevant line ministers.(24, 29)

The Government completed its National Action Plan to Combat Human Trafficking (2009-2011). The Plan provided financial assistance to trafficking victims; trained police, prosecutors and judges and ratified international agreements on trafficking. Research has revealed that the Plan was critiqued for failing to develop standards for shelter assistance, mostly due to a lack of understanding of the roles and responsibilities of government agencies.(27) To address these shortcomings,

the Government's upcoming National Action Plan to Combat Human Trafficking (2012-2014), approved during the reporting period, will prioritize the development of standards for shelter assistance for trafficking victims and the provision of services to vulnerable population groups.(27)

The National Action Plan on Human Rights of the Republic of Kazakhstan (2009-2012) recommends improving systems for detecting and combating the worst forms of child labor and for taking additional measures to fight human trafficking.(30)

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

During the reporting period, the Government, along with international organizations and NGOs, conducted a public awareness campaign on hazardous child labor in the Almaty and South Kazakhstan region.(31) The Government also participated in a \$1.4 million German-funded, ILO-IPEC-implemented child labor project (2010-2013).(32) During the reporting period, the project conducted a baseline study prioritizing child labor in agriculture, such as cotton, tobacco and vegetables, in the Almaty and South Kazakhstan areas. The results of this baseline study are expected to contribute to a child labor monitoring system pilot project in the region in 2012.(32, 33)

During the reporting period, the Ministry of Labor and Social Protection created a national web site on child labor, which includes materials on national and international legislation, and public awareness materials on combating child labor.(5) The Ministry of Education and Science's 2007-2011 Children of Kazakhstan Program piloted alternative employment programs for children of legal working age and created radio public awareness campaigns against child labor.(6) The Almaty Region's Department of Education employs special commissions to assess the education level of children who have missed long periods of school—a problem that occurs frequently for child laborers. The Department also works closely with the Child Protection Department, which provides poor students with uniforms and school supplies.(25) The question of whether these programs have had an impact on child labor does not appear to have been addressed.

During the reporting period, the Government continued its partnership with PMK and with NGOs to eliminate child and forced labor in the production of tobacco by communicating standards and responsibilities to stakeholders, monitoring and auditing child and forced labor violations and remediating child and forced labor violations.(6) PMK's child labor project provides a summer camp for migrant and local children of

tobacco workers; increases migrant children's access to school, increases access to vocational school for migrant children ages 14 to 17; creates sport and crafts facilities in remote farms and pilots a community center for education and training.(7) The Almaty provincial education body, the Department of Education, works with PMK to eliminate the barriers that have kept migrant children out of school.(34)

The Government funded a nationwide public awareness campaign against human trafficking.(8) Additionally, the Government operates four shelters for trafficking victims, including children. The fourth shelter in Petropavlovsk was opened in November 2011.(35) The Ministry of Education operates the Centers for Adaptation of Minors which house street children, migrant children and children in difficult situations after being picked up by the police for truancy, curfew violations, lack of documentation and other minor

infractions.(27, 35, 36) However, despite these efforts, IOM has indicated that the Government does not allocate enough resources for the protection and reintegration of victims of trafficking, especially the protection of victims following the conclusion of a trial.(37) From July to September 2011, the National Human Rights Centre (Ombudsman Office), with support from UNICEF, IOM and the USG, conducted a study of vulnerable children and youth in seven urban areas in Kazakhstan with the goal of informing government efforts to enhance and reform the child protection system and reduce children's vulnerabilities to risky behaviors, human trafficking and sexual exploitation.(11)

The Ministry of Labor and Social Protection and the Ministry of Education's ongoing "100 schools, 100 hospitals Program increases children's access to schools through school construction and rehabilitation programs.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Develop regulations that allow for all migrant children to access education.	2011
Coordination and Enforcement	Ensure effective interagency cooperation in coordinating efforts to combat child labor.	2011
	Supply adequate funding for child labor inspections.	2010, 2011
	Train labor inspectors on child labor issues.	2011
	Collect and make available to the public information on child labor violations found during investigations and child labor cases prosecuted.	2009, 2010, 2011
	Eliminate punitive measures for teachers whose students work during cotton harvests.	2011
Social Programs	Assess the impact that existing education programs have on child labor.	2010, 2011
	Further develop or expand programs to protect and assist victims of child trafficking.	2009, 2010, 2011
	Facilitate Kyrgyz migrant families' ability to obtain legal documents required to access school and to receive school completion certificates.	2011

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In 2011, Kenya made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed the Tourism Act, which aims to protect children against commercial sexual exploitation. Kenya also increased the number of child protection officers, conducted a child labor household survey in three districts and participated in numerous initiatives to assist vulnerable children and children engaged in exploitative work. Legislation gaps continue to exist. For example, Kenya has drafted, but not yet adopted, a list of hazardous work prohibited to children and laws against forced labor and underage military recruitment contain no penalties. In addition, Kenya has failed to commit sufficient resources to enforcement efforts. Children continue to be involved in the worst forms of child labor, particularly in dangerous activities in agriculture and fishing.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	32.5 (2,943,310)
Attending School	5-14 yrs.	74.9
Combining Work and School	7-14 yrs.	32.3
Primary Completion Rate		Unavailable

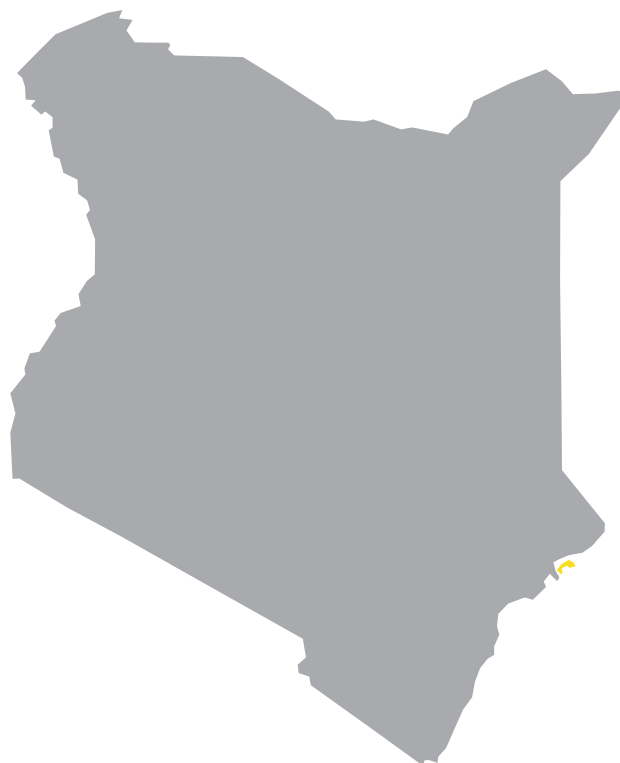
Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS Survey, 2000.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Kenya, many of them in dangerous child labor in agriculture and fishing.(2-6) Children work on tea and sugar plantations, ranches and in the production of coffee, *miraa* (a stimulant plant), rice, sisal and tobacco. Although evidence is limited, children also reportedly pick cotton, herd livestock and work in the production of flowers.(4, 6-17) Children involved in agriculture often work long hours, work with dangerous tools machinery, carry heavy loads and are exposed to toxic substances and harmful pests.(3) Children also engage in fishing, including for tilapia and sardines and work in related activities, such as transporting fish. Children working in the fishing industry are susceptible to risks such as drowning.(15, 16, 18)



Children in Kenya work as domestic servants. Many such children are from rural districts.(14, 15, 17) Children employed as domestics may work long hours and are isolated in private homes in which they are vulnerable to physical and sexual abuse by their employers.(3, 6, 14) Children are also employed in construction, transportation and the production of textiles.(3, 4, 19) In the transportation industry children carry heavy loads and are exposed to traffic accidents. In the textile industry, children are exposed to spores that cause respiratory disease, poor working conditions resulting in skeletal diseases, and chemical poisoning.(3)

In Kenya, there are large numbers of street children, many of whom are forced to beg and perform labor.(14, 20) Some street children also traffic drugs and guns.(16, 21) Children working on the streets may be vulnerable to severe weather, traffic accidents and crime. 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.(3, 22-24) Children also allegedly work in slaughterhouses, cleaning entrails and mopping floors.(25) Children are also reportedly recruited by and participate in activities with armed militias such as al-Shabaab.(6, 16)

Children in Kenya are subject to forced labor, debt bondage, prostitution and sex tourism.(6, 14, 26-29) Child prostitution is prevalent in Nairobi, Kisumu, Eldoret, Nyeri and the coastal areas.(30-33) UNICEF estimated in 2006 that between 10,000 and 15,000 girls are engaged in prostitution in the coastal areas alone. Other reports indicate that the number of sexually exploited children may be as high as 30,000.(6, 19, 31). Although the majority of children engaged in commercial sexual exploitation in Kenya are girls, an increasing number of boys are becoming involved.(6, 34)

Children are employed in mining. Although evidence regarding what ore children mine is limited, reports suggest that children are mining for gemstones and gold in artisanal pits.(3, 16, 19, 35) Children also reportedly work in abandoned gold mines. These children may be exposed to toxic materials, increasing their chances of developing respiratory diseases.(3, 14, 35) Limited evidence also suggests that children work in coral and stone quarries without protective gear and may be vulnerable to respiratory illnesses from silica exposure.(6, 10, 14, 16, 17, 36)

Children are trafficked for forced labor in street vending, domestic service, agricultural labor, herding, sex tourism and prostitution.(6, 27, 37-39) Poverty or 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.(14, 40)

Access to education is a critical component in preventing the economic exploitation of children.(41, 42) School levies and exam fees hinder access to education in Kenya.(17) Teacher shortages also hinder access to education and contribute to overcrowding, despite government efforts in 2011 to hire 5,000 new teachers.(42-45) As of 2010, 44 percent of Kenyan children in rural areas were not registered at birth, even though this service is free and compulsory as mandated by the Births and Deaths Registration Bill, passed in 2011.(46-48) Unable to prove citizenship, unregistered children have difficulty accessing essential services, including schooling.(6, 46, 47) School administrators may inadvertently contribute to the problem of schooling access by expelling some girls from school due to pregnancy.(43) Sexual abuse from teachers and students is also a problem in Kenya.(6, 47, 49) In 2011, 160 cases of sexual misconduct were filed against teachers.(6) Since 2009, an estimated 1,150 teachers have been dismissed for sexually assaulting their students. A 2009 report shows that 12,660 female students were identified as having been abused by teachers.(6, 42)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act sets the minimum age for employment at 16 and the minimum age for hazardous work at 18. It also prohibits the employment of children in the worst forms of child labor, including in illicit activities.(50) However, the Industrial Trainings Act allows minors under age 15 to apprentice in an industrial undertaking without setting a minimum age. This is problematic as the Employment Act is subject to the provisions in the Industrial Trainings Act.(50-52) 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, 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.(3, 53-55)

	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	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	16
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

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.(56) 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.(56) The Sexual Offences Act of 2006 prohibits child prostitution, promotion of child sex tourism and child trafficking for the purposes of sexual exploitation.

Both the sexual Offenses Act of 2006 and the Penal Code prohibit child pornography.(57, 58)

The Kenyan Constitution prohibits forced labor, slavery and servitude.(59) However, the Constitution does not provide penalties for these offenses and Penal Code penalties only apply to cases of abduction.(60) The Counter Trafficking in Persons Act provides protections for trafficking victims and prohibits the recruitment, transport, transfer or harboring of persons, including children, for the purpose of forced labor, and lays out appropriate penalties for offenses.(61) However, the Counter Trafficking in Persons Act does not have a sufficient implementation structure in place.(14, 16, 62)

The Children's Act prohibits the recruitment or use of children under age 18 in armed conflict, but the Act does not prescribe penalties for violators of the law.(56)

The Children's Act provides for free and compulsory education until the age of 15.(14, 56) However, school fees such as uniforms and books continue to deter enrollment.(14, 63-65) Additionally, children 15 years of age 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.(50, 56, 66)

In 2011, in efforts to curb international trafficking, the Government issued a directive mandating international employers and employment agencies to submit regular reports on the jobs they offer and the location, terms of service and remuneration of work.(67) In 2011, the Government also passed the Tourism Act and the Employment and Labor Relations Court Bill. The Tourism Act provides a unified legislative framework for tourism-related activities and calls for the creation of a Kenya Tourism Regulatory Authority to monitor hotels and issue guidelines to help prevent child sex tourism.(14, 68, 69) The Employment and Labor Relations Court Bill established a new court with national jurisdiction to settle labor disputes related to conditions of work, including the health, safety and welfare of employees, including children.(69)

Institutional Mechanisms for Coordination and Enforcement

The National Council for Children Services (NCCS) is responsible for the coordination of policy on children's issues, including child labor, down to the district level.(14, 63, 70) The NCCS is a semi-autonomous government agency led by a presidential appointee and consists of members of the police, NGOs, private sector representatives, faith-based organizations and representatives from various ministries.(70)

There is also a National Steering Committee on Child Labor (NSCCL), chaired by the Ministry of Labor (MOL).(14, 70) The committee is a multisectoral policy body composed of government departments, private employers, workers organizations and civil society organizations. The NSCCL oversees efforts to eliminate child labor.(14, 70) During the reporting period, the NSCCL met only twice.(14, 16, 17)

Other entities participate in child labor coordination, including the MOL's Division of Child Labor and the District Child Labor Committees.(15, 63) The Division of Child Labor helps to coordinate efforts under the Employment Act and leads efforts to monitor action programs for the elimination of child labor at the district and community level.(4, 14) It also manages an information resource center to improve the collection and dissemination of data on child labor throughout the country.(4) Reports indicate the Division of Child Labor lacks financial and ministerial support and, with only one full-time staff member, the division is not adequately staffed.(8, 17, 71) District Child Labor Committees serve as a coordination point for those involved in child labor efforts and are present in 30 districts.(14, 63) Evidence suggests that since many District Child Labor Committees rely on volunteers, their success varies depending on whether they can obtain funding and whether members regularly participate.(8, 14, 34, 71)

The Counter Trafficking in Persons Advisory Committee coordinates anti-trafficking efforts.(61) The Committee, led by the Ministry of Gender, Children and Social Development (MGCS), comprises 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.(61) The Committee serves to monitor and report on national anti-trafficking efforts, including policies, programs, evaluation, social assistance, data collection and international cooperation.(61)

The MOL, in coordination with the MGCS, enforces laws under the Employment Act and inspects businesses in the formal labor sector.(47, 70) During the reporting period, the MOL employed 30 labor inspectors to cover enforcement of labor laws, including of child labor laws, in 180 districts.(14) The MOL lacks adequate personnel, facilities, transportation and fuel to carry out its duties.(6, 14, 34, 72, 73) Labor inspectors may terminate an employment agreement between a child and an employer in any labor situation.(50) However, inspectors do not have the ability to issue fines or penalties when they encounter a workplace violation.(74) In 2010, the

latest date such information is available, the MOL carried out 12,229 labor inspections and, as a result, 10 children were removed from work and placed in school.(14)

The MGCSO, in coordination with the Kenyan Police, is responsible for enforcing laws related to the worst forms of child labor under the Penal Code, Anti-Trafficking Act, and Child Act. The MGCSO conducts quarterly inspections in all areas related to child labor.(63, 67, 70) The MGCSO employed 500 child labor officers in 2011, up from 450 in 2010.(6, 14) During the reporting period, 40 officers were trained on identifying and treating trafficking victims.(67) The MGCSO also maintains volunteer officers to address child protection at the community level.(14, 70) 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.(75) Although its budget was increased from \$76 million to \$99 million in 2011, the MGCSO lacks the necessary resources, such as office facilities and transportation, to carry out their duties.(14, 67) During the reporting period, the MGCSO launched a process to plan for decentralization as directed under Kenya's new Constitution. Through the devolution of power, MGCSO will begin providing services at the county level.(62)

The MGCSO and police exchange information through district child labor committees.(19) 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.(19) The Government also established tourism police to protect vulnerable groups, including children, from sex tourism.(76) The number of officers employed by the anti-trafficking unit is unknown. Kenya has a system to refer child victims found during investigations to appropriate services.(14, 77)

The Kenyan Government operates 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.(14, 78, 79) In 2011, the IOM provided three border communities and participants from government ministries with training on trafficking issues, including identification of victims and assistance referral.(39)

In 2011, the MGCSO found 3,055 child labor violations, 76 cases of child trafficking and 23 cases of prostitution. All children were assisted or removed from the situation and perpetrators were identified in all cases (14). Information is not

available about the number of prosecutions or if penalties were applied.(14)

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 a government instrument to prevent and eliminate child labor in Kenya.(4, 80) This plan aims to eliminate the worst forms of child labor by 2015 by targeting vulnerable populations and addressing the root causes of child labor, such as poverty, the lack of access to education and weak government institutions. This plan prioritizes law enforcement, awareness raising and universal basic education.(4, 81) Research found no information about whether the Child Labor Division was provided with a budget to implement its many roles and responsibilities under this plan. In addition, Kenya drafted, but did not adopt, a Child Labor Policy which also aims to eliminate child labor by 2015. The plan will address discrepancies between the Employment Act and the Children's Act regarding protection for children engaged in work.(12, 56, 74) Kenya is also in the process of drafting district action plans to combat child labor in support of the National Action Plan.(14)

Child labor concerns are mainstreamed into Kenyan development agendas and key policy documents including the Vision 2030, the Medium Term Plan (2008-2012), UNDAF (2009-2013) and the Policy for Alternative Provision of Basic Education and Training (2009).(4, 8, 34, 82-84) Other policy initiatives that do not explicitly consider child labor issues but may impact them include the Orphans and Vulnerable Children (OVC) Policy and the National Action Plan (2003).(72, 85) The question of whether these two OVC policies have an impact on the worst forms of child labor does not appear to have been explicitly addressed.

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

In 2011, the MGCSO continued to operate four referral centers in areas with high rates of child labor. Each center provides counseling and reintegration services for up to 200 children and serves as a link to other child protection centers.(14, 16) The Ministry of Education funded a \$3.6 million program to provide girls in vulnerable areas of the country with sanitary pads to help manage menstruation and prevent female school drop-outs.(86, 87) It conducted an awareness-raising campaign targeting trafficking between Kenya and the Middle East. It also conducted a child labor household

survey in three districts. The results of the survey are scheduled to be released in 2012.(14, 67)

Kenya participated in the ILO Decent Work Program for Kenya (2007-2011) which aims, among other goals, to improve policies on youth employment, provide decent work opportunities for youth and conduct research focusing on the link between youth employment, child labor, HIV/AIDS, globalization and poverty.(88) In addition, the Government includes child labor issues in its school books and broadcasts on school radio programs.(34)

The Government, in partnership with the Solidarity Center, launched a program to combat child trafficking in the tea, coffee and sugar sectors. This program trains union stewards on trafficking issues and raises awareness about labor practices that promote child labor such as sub-contracting and outsourcing.(14)

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.(8) The Program will also provide 1,000 families with access to micro-credit, socio-economic programs, employment creation schemes and skills development education.(8) Kenya began participating in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project. This \$15 million regional project aims to build the capacity of national governments and develop strategic policies to address the elimination of child labor and forced labor; improve the evidence base through data collection and research; and strengthen legal protections and social service delivery for child domestic workers.(89) The Government also participated in a 4-year project funded by the European community to combat child labor through education in 11 countries.(90) In addition, 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.(91)

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.(92) The Government also participated in the Regional Program for Eastern Africa (2009--2012), which includes activities that support the ratification and

implementation of the Palermo Protocol and the development of border control systems.(93) In collaboration with the IOM, Kenya also participated in a regional project to counter human trafficking. In 2011, this project created a regional task force to draft guidelines for victim assistance and provided training on victim assistance.(94)

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 lobbied companies in the hospitality industry to adopt and implement a Code of Conduct designed to protect children from sex tourism.(6, 19, 77) It also supported efforts to reduce the high incidence of child prostitution in the coastal regions by revoking the business licenses of establishments that allow child sex tourism.(28) However, the Government's efforts to protect children from prostitution and sex tourism have not been sufficient to address the magnitude of these problems.(8, 28)

The Government continued to implement a project in coordination with the World Bank to provide OVC with cash transfers.(8, 95) As of October 2011, this project supported 112,267 households, allowing families of working children to meet their basic needs, including school costs.(19, 96) In fiscal year 2011-2012, Kenya committed \$32 million to this cash transfer program and in 2011 it provided a 50 percent increase in funding provided to families. Despite these efforts, reports indicate that support remains insufficient in areas with the highest levels of orphans.(14, 97)

Kenya also implements a Hunger Safety Net Program. Although this program has provided assistance to 289,480 chronically food insecure beneficiaries, including many children, reports question the Program's effectiveness as many payment transfers were delayed.(97, 98) The Kenyan Government, in partnership with Equity Bank and USAID, continued to implement the Wings to Fly Program, which offered secondary school scholarships to children from needy backgrounds.(14, 62) The Government also introduced a limited number of mobile schools to help improve school enrollment in pastoral areas.(14, 15, 99).

Finally, Kenya continued to implement a School Meals Program, funded at \$8.5 million, which assisted an estimated 1,115,000 vulnerable school children. This program showed improvement in enrollment and attendance rates in the targeted schools.(98, 100) No assessment of the impact of the School Meals Program, Wings to Fly Program, Hunger Safety Net Program and OVC program on reducing the worst forms of child labor has been identified.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Harmonize the Employment Act and the Industrial Trainings Act to ensure that protections laid out in the Employment Act apply to apprentices.	2010, 2011
	Ensure that proper penalties are prescribed for the compulsory recruitment of children under age 18 into armed conflict, either by the Government or militias.	2011
	Ensure all forms of child labor, including child labor in the informal sector, receive legal protection.	2011
	Enact the list of hazardous occupations for children.	2011
	Develop an implementation structure for the Counter Trafficking in Persons Act.	2011
	Amend the Penal Code to provide penalties for all forms of slavery, forced labor and servitude.	2010, 2011
	Take initial steps, including by prioritizing resources for the education system, to raise the compulsory education through the age of 15 in order to match the minimum age for work.	2009, 2010, 2011
	Ensure children's right to free education as stipulated in the Children's Act.	2010, 2011
Coordination and Enforcement	Encourage the National Steering Committee on Child Labor to meet regularly.	2011
	Ensure the Child Labor Division has resources such as staff to carry out their responsibilities.	2010, 2011
	Strengthen the capacity of the MOL, the MGCSO, the 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.	2009, 2010, 2011
	Implement measures to make assessing penalties and fines easier.	2010, 2011
	Take measures to protect against exploitation in sectors with a high prevalence of child labor, including the informal sector.	2011
	Make information publicly available about how many child labor investigations, citations and criminal investigations and prosecutions are initiated and the final penalties applied.	2009, 2010, 2011
	Policies	Strengthen national policies against the worst forms of child labor by: <ul style="list-style-type: none"> • Assessing the impact that the OVC Policy and National Action Plan may have on addressing the worst forms of child labor. • Enacting the National Child Labor Policy to provide implementation guidelines for the National Action Plan on Child Labor.
Take measures to ensure children are safe in school and have access to quality education.		2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Expand efforts to assist OVC and children engaged in prostitution and sex tourism, including by raising awareness among the tourist population.	2009, 2010, 2011
	Assess the impact that the School Meals Program, Wings to Fly Program, Hunger Safety Net Program and OVC program has on reducing the worst forms of child labor.	2011
	Address issues of access to education by recruiting and training new teachers, expanding school infrastructure and implementing birth registration campaigns.	2010, 2011

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Kiribati

In 2011, the Government of Kiribati made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government trained labor officers on child labor and launched the Kiribati Education Improvement Program to provide children with greater protection and educational opportunities. Although Kiribati is commencing a drafting process, there is currently no list of hazardous work prohibited to children. There is also no evidence that cases of worst forms of child labor have been investigated or prosecuted. In addition, the Government did not directly address the exploitation of children engaged in prostitution and street vending.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		112.0

Sources:

Primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Kiribati are engaged in the worst forms of child labor, in particular, selling goods on the street.(3, 4) Children working on the streets may be exposed to many dangers, including severe weather, vehicle accidents and crime.(5) Girls are also engaged in prostitution, and child pornography has been produced as a result in at least one case. Crewmembers of fishing vessels are reported to be common clients of child prostitutes.(3, 6-8)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Ordinance sets the minimum age for employment at 14, and the Employment (Amendment) Act 2008 sets the minimum age for hazardous work at 18.(9, 10) Kiribati does not have a list of work considered hazardous for children but is commencing the process of drafting one.(11)

The Penal Code prohibits forced labor and trafficking in persons.(8, 9, 12) The Penal Code also prohibits the procurement of any girl under age 18, or any male regardless of



age, for prostitution. The Transnational Crimes Act prohibits the sale of children for prostitution.(12, 13) Although the Penal Code prohibits the use of children under 15 for illegal or immoral activities, it lacks specific prohibitions on child pornography and does not cover children ages 16 through 17.(8)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Kiribati has no regular military force.(14)

The Education Ordinance makes schooling compulsory and free until age 15.(15)

Institutional Mechanisms for Coordination and Enforcement

The Kiribati National Advisory Committee on Children (KNACC), which is made up of representatives from government agencies and NGOs, is responsible for coordinating efforts to combat the worst forms of child labor—specifically the commercial sexual exploitation of children.(3, 16)

The Ministry of Labor and Human Resources Development (MOL) and the Kiribati Police Force are responsible for enforcing child labor laws.(3) The MOL does not have any labor inspectors; instead, labor officers are tasked with conducting inspections in addition to their other duties. It has suggested that the number of officers is insufficient to conduct inspections outside of Tarawa, the capital city.(3) The MOL conducted trainings on child labor for its officers in November, but no child labor inspections were conducted during the reporting period. Additionally, the Government has not taken any action to arrest, prosecute or convict violators of criminal laws related to the worst forms of child labor during the reporting period, nor has it set aside funds from the national budget for addressing child labor issues.(3)

Government Policies on the Worst Forms of Child Labor

The KNACC drafted a National Children’s Plan in 2009 that still awaits Cabinet approval.(3, 16)

The Kiribati Country Program Action Plan, developed with UNICEF Pacific, provides the basis for the Child Protection Program (2008-2012). One goal of the Child Protection Program is to reduce all forms of child exploitation in the Pacific Islands.(16, 17)

The question of whether these policies have an impact on commercial sexual exploitation and street vending does not appear to have been addressed.

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

The Government provided staff and office space to support the ILO’s efforts to raise awareness of the worst forms of child labor and ILO Conventions 138 and 182.(18)

The Kiribati Education Improvement Program, which began in 2011 and runs through 2020, contributes to the Government’s efforts to provide greater protection and educational opportunities to children through policy and legislative review, workforce development, improvement of school curriculum and infrastructure development in the education sector.(3, 19, 20)

The Ministry of Internal and Social Affairs operates a 24-hour hotline for children to report violations of labor laws and obtain information and access to social services.(3)

No programs appear to exist directly addressing trafficking, commercial sexual exploitation or street vending. In addition, research has not found any evidence that the Government has conducted an in-depth study on any worst forms of child labor.

Based on the reporting above, the following action would advance the elimination of the worst forms of child labor in Kiribati:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Implement child protection legislation that includes a uniform definition of a child and eliminates disparity in the treatment of boys and girls.	2011
	Amend legislation to specifically prohibit child pornography and to directly address the issue of child prostitution.	2010, 2011
	Finalize and adopt the list of hazardous occupations.	2011
Coordination and Enforcement	Increase efforts and budget allocations to investigate and combat the worst forms of child labor.	2010, 2011
Policies	Approve the KNACC-drafted National Children’s Plan.	2010, 2011
	Assess the potential impact of existing policies on addressing commercial sexual exploitation and street vending.	2009, 2010, 2011
	Consider a comprehensive study of children’s activities to determine the extent to which children are engaged in or are at risk of being engaged in the worst forms of child labor.	2009, 2010, 2011
Social Programs	Implement programs to address commercial sexual exploitation and street vending.	2009, 2010, 2011

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In 2011, Kosovo made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted the Kosovo Action Plan against Trafficking in Human Beings 2011-2014, which specifically addresses the need for the protection of children. It is the country's second anti-trafficking plan. In addition, the Government renewed the mandate of the Kosovo Committee on the Prevention and Elimination of Child Labor, a tripartite group to oversee child labor issues. The Government also moved forward in establishing Child Labor and Human Rights units within each municipal government and standard operating procedures for dealing with cases of the worst forms of child labor. However, despite these efforts, there continues to be a lack of programs to combat child labor, and there are no specific legal protections for children involved in domestic service. Children continue to engage in the worst forms of child labor, including hazardous work on the street and in agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	7-14 yrs.	Unavailable
Attending School	7-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Kosovo are engaged in the worst forms of child labor, primarily in hazardous street work in urban areas and in hazardous activities in agriculture in rural areas.(3, 4) Children working on the streets are engaged in forced begging, selling goods or newspapers, and transporting goods.(3-6) They are vulnerable to severe weather, traffic accidents and crime. Furthermore, children working on the streets may also face hazardous work conditions such as lifting heavy loads, cleaning vehicle fenders, loading goods with hand-barrows, and begging.(6-8) Children working in agriculture may be exposed to hazardous conditions including long hours of hard



physical work in fields or cutting trees, operating agriculture machinery, spraying with pesticides, working on harvesting-threshing, or work in slaughterhouses.(3, 6, 7) Children are also involved in dangerous work in the mining sector, where they work underground, in tight spaces and without adequate ventilation.(3)

Kosovo is a source, transit, and destination country for children trafficked for forced prostitution and forced begging.(3, 5, 9, 10) Children are trafficked within Kosovo for the same purposes. Female children and children in the marginalized Roma, Ashkali and Egyptian communities are particularly vulnerable to trafficking due to the high incidence of poverty and low birth registration rates.(11, 12)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Act sets the minimum age for employment at 15 and prohibits children below age 18 from engaging in work that may be hazardous, such as hard manual labor, activities that take place underground or underwater, and nighttime and overtime work.(8) Article 22 of Kosovo's Constitution incorporates by reference the U.N. Convention on the Rights of the Child (CRC).(13, 14) However, because Kosovo is not yet a member country in the U.N. it is not eligible to ratify any U.N. or ILO conventions. The Republic of Kosovo Administrative Instruction No.2008 on the Prevention and Elimination of the Most Hazardous Forms of Child Labor in

Kosovo established a hazardous work list, including specific prohibited work for children in agriculture, street work, mining and work collecting dumped materials.(7, 15) Specific protections for children involved in domestic service are lacking.

	C138, Minimum Age	NA
	C182, Worst Forms of Child Labor	NA
	CRC	✓
	CRC Optional Protocol on Armed Conflict	NA
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	NA
	Palermo Protocol on Trafficking in Persons	NA
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Article 6 of the Labor Act prohibits forced labor with the exception of work performed by convicted persons and, according to Article 131 of the Constitution, during declared states of emergency due to national security or natural disaster situations.(8, 14)

Articles 137 through 140 of the Criminal Code prohibit all forms of trafficking in persons, including for the purposes of prostitution and other forms of sexual exploitation, forced labor and conditions of slavery.(16) The Criminal Code also specifically identifies harsher penalties if the perpetrator involves children in trafficking, in the creation of pornographic materials or in the facilitation of prostitution including recruiting, transporting, organizing, or providing space for such activities.(16) In a newly adopted Criminal Code effective January 1, 2013, holding people in slavery, slavery-like conditions, and forced labor is a criminal offence punishable by three to fifteen years in prison when the victim is a child.

According to Article 9.1 of the Law on Security Forces No. 2008 – 03/L-046, all citizens of the Republic of Kosovo having attained the age of 18, are eligible to apply for membership in the volunteer Kosovo Security Force.(3, 17)

Article 47 of the Constitution of the Republic of Kosovo guarantees a right to education for all.(14) Education is free and compulsory for children between ages 6 and 15.(18) However, families in the marginalized RAE (Roma, Ashkalia and Egyptian) ethnic groups, which suffer from low enrollment rates and education levels, report that their inability to purchase books, school materials and clothing is the biggest obstacle to the successful education of their children.(11) RAE children have much higher dropout rates than the national average.(11, 19-21) The problem is further complicated by the ethnic divisions of Kosovo and the different educational systems for Kosovo Albanian and Kosovo Serb populations that operate in the country.(19) The majority areas are served by their own language curriculum, while minority populations face language, social and socio-economic barriers to inclusion in public education.(11, 19, 20)

Institutional Mechanisms for Coordination and Enforcement

In September of 2011, the Government renewed the mandate of the Kosovo Committee on the Prevention and Elimination of Child Labor (KCPECL), which is a tripartite group composed of representatives from nine ministries, the Kosovo police, union representatives, the Kosovo Chamber of Commerce, and a child labor NGO.(3, 7, 22) The committee has overseen activities and advised on priority areas related to the prevention and elimination of child labor since 2005.(3, 7) In 2011, the Government also made progress in establishing the Child Labor Monitoring System (CLMS) at the municipal level across Kosovo, which involves creating Child Labor and Human Rights units within each municipal government and standard operating procedures for dealing with cases of the worst forms of child labor.(3, 7, 21)

A Counter-Trafficking Inter-Ministerial Working group, chaired by the Deputy Minister of the Ministry of Internal Affairs, coordinates policy implementation, monitoring and reporting on the implementation of actions to combat trafficking, including child trafficking.(3)

The Ministry of Labor and Social Welfare (MLSW) is responsible for labor issues, and contains a Child Labor Unit that serves as the focal point for all activities related to child labor.(3, 7, 21) The labor inspectorate within MLSW oversees cases of child labor among children age 15-18 years, while the Department of Social Welfare is responsible for cases in which children are under age 15.(3) Labor inspectors from MLSW and, to a narrower degree, the Kosovo Police Directorate of Trafficking in Human Being Investigation unit (hereafter “Anti-

Trafficking Unit”) have responsibility for enforcing labor laws, including those related to the worst forms of child labor.(3, 23) Reports indicate that the MLSW inspectorate suffers a shortage of funding and institutional capacity.(3, 23) There are 51 labor inspectors, but inspections may not cover child labor issues.(3) Research found no evidence that labor inspectors were trained to address child labor issues.(3) According to the Inspectorate’s 2009 Annual Report, it had completed more than 8,200 inspections of employers, although whether any of these investigations encompassed child labor is unknown.(23) There is no comprehensive data available about the enforcement activities undertaken by labor inspectors as they relate to the worst forms of child labor, although this data collection is reportedly planned for 2012.(3, 23)

Under regulations issued by the Ministry of Education, Science, and Technology (MEST), education inspectors from the Ministry are responsible for ensuring that students have an appropriate balance of school and work hours.(24) The Child Labor Units under MLSW also promote school attendance through Local Action Committees (LACs) on the Child Labor Monitoring System (CLMS). The LACs were established in all municipalities in Kosovo to coordinate CLMS activities at the local level.(25) The LAC is responsible for monitoring schools, work sites and families to identify children engaged in child labor and refer them to the appropriate services.(21)

The Anti-Trafficking Unit is mandated to investigate and combat trafficking. The unit had 59 investigators in early 2012, an increase from 34 in 2011. The Kosovo Police report this to be an adequate number.(3) Anti-Trafficking Unit investigators identified and assisted 17 child victims of trafficking and other forms of child exploitation in 2011.(3) The unit initiated prosecution of 11 cases of worst forms of child labor (6 for begging, and 5 for prostitution) in 2011.(3)

The Government provides services for trafficking victims, but still faces challenges investigating and prosecuting trafficking cases, providing sufficient care and rehabilitation options for child victims and identifying victims of trafficking among child beggars.(5, 9, 26)

The Police Academy organized child labor training for investigators in March 2011(3). The Government provided training to law enforcement and border police officials on recognizing and investigating trafficking in persons. In addition, the Kosovo Police Training Department provided specialized training to Kosovo Police and Border Police recruits at the Kosovo Academy for Public Safety.(3, 9, 27, 28)

Government Policies on the Worst Forms of Child Labor

In 2010, the Government adopted a *2010-2016 Strategy and Action Plan for the Prevention and Elimination of Child Labor in Kosovo*.(3, 21) The Plan calls for the Child Labor Monitoring System to be established throughout Kosovo. The CLMS will facilitate the identification and withdrawal of working children and provide fact based data for future policies and actions.(3, 21) The *2009-2013 Strategy and National Action Plan on the Rights of Children* explicitly references eliminating the worst forms of child labor.(6)

In 2011, the Government adopted the *Kosovo Action Plan against Trafficking in Human Beings 2011-2014*, the country’s second anti-trafficking plan, which specifically addresses the need for the protection of children.(10, 29, 30) The plan focuses on prevention, protection, prosecution, policy and coordination of trafficking issues.

In the 2010-2012 Action Plan, the Ministry of Labor and Social Welfare proposed to improve on labor market reforms, develop sectoral strategies to address poverty, increase social assistance for families in need, and improve education and skills development through vocational training.(31)

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

Research found no evidence of any programs to address the worst forms of child labor.

The Government provides social support for citizens through several programs such as the Social Assistance Scheme, various pension schemes, and the Families of Children with Disabilities Scheme. The most recent data from MLSW suggests that approximately 330,000 people benefited from some social program in 2010, and almost 36,000 poor families received support from the Social Assistance Scheme in 2009, the most recent data available.(31) Despite their high poverty levels, the Roma, Ashkali and Egyptian communities benefit less from these schemes due to low rates of birth registration.(11, 12)

The Government allocated approximately \$4.7 million to the Social Assistance Scheme for 2012.(3, 32) One study estimates that about 13 percent of all children receive some form of assistance, but the widespread poverty of Kosovo means that only about 23 percent of the poor receive social assistance.(13, 33) Some research suggests that linking social assistance provided to families with children to school attendance may improve attendance among poor families in Kosovo.(13, 31)

The European Union is collaborating with the Government to address the problems of lack of access to educational opportunities among the poorest communities, by building schools, improving teacher education, training teachers and by working to provide a standardized curriculum for all. (34) USAID's Kosovo Strategic Plan (2010-2014) includes a

targeted focus on youth, basic education, development of employment opportunities as well as private sector growth initiatives. (35)

The question of whether the aforementioned programs have an impact on child labor does not appear to have been addressed.

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

Area	Suggested Action	Year(s) Action Recommended
Laws and Regulations	Include legal protections for child domestic workers in protection frameworks.	2011
Coordination and Enforcement	Improve the resources and capacity of authorities to target and investigate trafficking crimes and cases of child labor.	2009, 2010, 2011
	Provide training to labor inspectors on child labor issues.	2009, 2010, 2011
	Collect and publish information on labor inspections and other enforcement efforts to combat the worst forms of child labor.	2009, 2010, 2011
Social Programs	Establish programs to specifically address child labor issues.	2011
	Remove barriers that prevent poor families from minority communities from accessing education through assistance with costs, and develop multi-lingual curriculums and educational outreach programs to promote integrated schooling.	2011
	Increase birth registrations among minority communities to improve enrollment in education, social assistance and healthcare programs.	2011
	Consider linking social assistance paid to families with children of school age to school attendance.	2011
	Assess the impact that existing programs may have on child labor.	2011

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Kyrgyz Republic

In 2011, the Kyrgyz Republic made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, Parliament strengthened the Criminal Code by increasing penalties for adults found guilty of crimes against children, including enslavement, pornography and prostitution. In addition, the Government adopted the 2012-2014 Social Protection Development Strategy and Action Plan, which serve to protect children and families in difficult conditions, including child laborers. The Government also piloted a child labor monitoring system (CLMS) and collaborated with trade unions to establish child labor free zones. However, there are reports that some schools cancel classes in the fall to send children to pick cotton and other schools require children to harvest tobacco on school grounds. Children continue to work in the worst forms of child labor, particularly in dangerous agricultural work in the cotton and tobacco sectors.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	4.5
Attending School	5-14 yrs.	84.0
Combining Work and School	7-14 yrs.	4.8
Primary Completion Rate		96.6

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from UNICEF MICS3, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in the Kyrgyz Republic are engaged in the worst forms of child labor, many in dangerous conditions in agriculture. Children work in cotton, tobacco, and rice cultivation.(3, 4) Children's work in agriculture commonly involves unsafe activities, such as using potentially dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(5)

Children reportedly work in other sectors, including coal mining, cattle raising, brick making and construction.(3, 6, 7) Children working in these sectors are often exposed to carrying heavy loads and breathing toxic fumes. Although evidence is limited, some children are exposed to high levels



of radiation while digging silicon from landfills to sell for use in electronics.(8) Children reportedly are also used in "shuttle commerce" which is the transport, loading and unloading of goods in markets. Children in this sector push heavy carts and carry bundles that exceed their physical capacity.(9) Street children reportedly engage in informal work and begging. These children may be subject to forced prostitution and are vulnerable to severe weather, traffic accidents and crime.(10, 11)

Children are also reportedly trafficked internally for forced labor, commercial sexual exploitation and the sale and distribution of illegal drugs.(12)

Migrant, refugee and non-citizen children may have limited access to education. Parents who send their children to government-funded schools are sometimes forced to pay administrative fees and residency registrations, which may deter attendance.(12) In addition, NGOs report that some schools cancel classes in the fall to send children to pick cotton and other schools require children to harvest tobacco on school grounds.(3, 4, 6)

Laws and Regulations on the Worst Forms of Child Labor

The law forbids the worst forms of child labor, identifies the minimum age for employment, and specifies the types of work prohibited to children.(12) The minimum age for employment is 16, although children may work at age 14 with the permission of a parent or guardian. The minimum age for hazardous work is 18.(12)

Section 294 of the Labor Code prohibits harmful and dangerous work, underground work and work which might harm the health and moral development of children.(13) Decree No. 239 (2005) lays out a detailed list of hazardous work prohibited for children under the age of 18. Decree No. 548 enumerates specific weight limits permissible for children of legal working age in occupations that require them to carry loads.(13) The law also prohibits forced labor.(12, 14)

	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	16
	Free Public Education	Yes

The Criminal Code prohibits adults from involving minors in criminal activity, forced prostitution, slavery and armed conflicts.(13) During the reporting period, Parliament strengthened the Criminal Code by increasing penalties for adults found guilty of enslaving children and soliciting children for pornography or prostitution. It is unclear whether the Criminal Code prohibits and penalizes adults from using children for drug trafficking or other illicit activities.(15) The 2005 Prevention and Combating Trafficking in Persons law criminalizes trafficking for the purposes of sexual exploitation and forced labor.(16) In 2011, the Kyrgyz Republic government amended this law to further provide protection and assistance to trafficking victims, including child trafficking victims. In particular, the law requires that child protection services are immediately informed when the victim is a minor.(17) The minimum age for military recruitment is 18.(18)

Education is free and compulsory for 9 years, roughly equivalent to age 16, depending on the age at which children start school.(19) The law states that children cannot be removed from school to work during agricultural harvest periods. However, school principals may request permission from the Ministry of Education to allow children to leave school to work on their family farms for a specific period, provided the school agrees to organize makeup classes. The Ministry of Education stated that no such requests were received during the reporting period.(20)

Institutional Mechanisms for Coordination and Enforcement

The Government has a Coordination Council on Child Labor that consists of representatives from government agencies, trade unions and employers' organizations as well as NGOs and international organizations. The Council focuses on developing policies to eliminate child labor, coordinating efforts of key stakeholders and providing recommendations to harmonize national legislation on child labor with international standards.(19) The Ministry of Foreign Affairs coordinates efforts against trafficking in persons.(4)

The Ministry of Internal Affairs' Inspectorate for Minors' Affairs and the Ministry of Education enforce child labor laws.(20) The Inspectorate has 23 inspectors charged with investigating all labor issues, including those dealing with child labor violations.(4, 21) The number of inspections conducted during the reporting period is unavailable, but the Inspectorate identified 830 child laborers from January to December 2011.(4, 15) Information was not available on follow-up services provided to children identified or in regards to penalties assessed as a result of these violations.

The Prosecutor General's Office enforces laws against child trafficking.(20) The number of inspectors in the Prosecutor General's Office is not available. The Prosecutor General's Office conducted 81 child trafficking investigations and issued warnings related to 63 incidents.(15) The Government prosecuted nine child trafficking cases during the reporting period.(4) No further information was available on the cases above and the follow-up services provided to children identified in this process.

Government Policies on the Worst Forms of Child Labor

In June 2011, the Government adopted the Kyrgyz National Roadmap on the Elimination of the Worst Forms of Child Labor by 2016.(22) In December, the Government adopted its Social Protection Development Strategy 2012-2014 (SPDS) and its supplement, the National Action Plan (NAP) of 2012-2014, which mainstream and subsume all child labor issues, including those on the National Roadmap. Child labor issues specifically fall under Task 2 of the NAP under the category "Children and Families in Difficult Conditions." (4, 23)

The National Action Plan Against Human Trafficking (2008-2011) aimed to combat human trafficking through the prevention, detection and suppression of human trafficking

and through the provision of social protection and assistance to victims of human trafficking.(24, 25) As of the date of this report, the Ministry of Foreign Affairs was reviewing the draft of a new National Action Plan Against Human Trafficking (2012-2015).(26)

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

In 2011, the Government concluded the State Program of Action of Social Partners for the Elimination of the Worst Forms of Child Labor (2008-2011). This program had seven components: coordinating efforts, improving the legal framework, increasing labor inspection effectiveness, eliminating child exploitation, providing at-risk migrant children with government documentation, establishing recreational facilities for children and sharing knowledge on the worst forms of child labor.(27) A midterm evaluation of the State Program revealed that although the project piloted child labor-free zones in the Nookat district of Osh region and the Alabuka district of Jalalabad region in Southern Kyrgyz Republic, and supported migrant families to obtain identification documents, it lacked properly formulated goals and objectives as well as indicators to mark successful implementation.(28) A final evaluation of the State Program has been conducted but the results were not publicly available as of the writing of this report.(20)

During the reporting period, the Government was developing a Roadmap for the implementation of the SPDS to include activities to combat child labor, such as a plan for conducting needs assessments of targeted children, developing individual intervention plans and referring children and their households to existing social services for which they are eligible.(23)

In September 2011, the Ministry of Social Protection, with technical support from the ILO, began piloting a CLMS in three regions in Bishkek. The CLMS is intended to identify working and at-risk children, assess hazards and risks to which they are exposed, refer them to relevant services, verify that they have been removed from hazardous work, and track them to ensure that the root causes creating the need for them to work have been eliminated.(15, 29)

During the reporting period, the Government collaborated with trade unions to establish child labor free zones in Moskovskiy and Ysykatinskiy districts in northern Kyrgyz Republic. The program will provide non-formal education to working children and pilot a CLMS in these districts.(30) Also

during the reporting period, with support and collaboration from relevant government ministries, the Government continued to participate in the third phase of the 2010-2013 regional project, “Combating Child Labor in Central Asia”, funded by the German Government.(22) This project supports a workers’ federation and an employers’ confederation to create and institutionalize Child Labor Units, which act as national focal points for each organization to coordinate and monitor their members’ activities to eliminate child labor in Kyrgyzstan.(22, 29) From 2009 to 2011, the project also supported the National Confederation of Employers to encourage local authorities and employers to create regional agreements among eight districts and six cities, and to create agreements between local governments and employers advocating for labor protections, including against child labor.(31)

The Government also continued to participate in a mini-program that produced four short documentaries highlighting children working in the Kyrgyz Republic. These videos were shown on TV and in schools.(9) In addition, USAID in collaboration with the Government, implemented a catch-up education program for children at risk of or engaged in the worst forms of child labor.(15, 29)

As part of the 2010-2011 One UN Program in Kyrgyzstan, the Ministry of Education and Science is collaborating with ILO-IPEC on a January-December 2012 project to develop an education curriculum for a “catch-up” program for children who either had been out of school for an extended period or had dropped out before reaching the secondary school level. The project will also train teachers to use the curriculum, mainstream the issue of child labor into education sector plans regionally and raise the awareness of the public on the issue.(29)

The Government continued to provide in-kind assistance to NGO-operated shelters for trafficking victims, including one specifically for children.(24)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Clarify whether the law protects children against being used by adults in drug trafficking or other illicit activities.	2011
Coordination and Enforcement	Ensure that classes are not cancelled and that school children are not required to work in cotton or tobacco harvesting.	2009, 2010, 2011
	Enforce free education laws and regulations by ensuring school administrators and teachers do not charge school fees.	2011
	Publish information on the number of inspections conducted and penalties assessed for child labor violations.	2009, 2010, 2011
	Make information on the services provided to victims of child labor and trafficking publicly available.	2011
	Make available information on the number of trafficking investigators in the Prosecutor General's Office.	2011

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In 2011, Lebanon made a moderate advancement in efforts to eliminate the worst forms of child labor. In addition to the adoption of a Trafficking in Persons law over the reporting period, the Government launched a National Social Protection Strategy that addresses child labor. However, the Government has yet to approve a list of hazardous labor activities prohibited for children, and enforcement agencies lack training and resources and do not maintain enforcement data. Children continue to be involved in the worst forms of child labor in dangerous activities in agriculture and small workshops.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		87.3

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Lebanon are engaged in the worst forms of child labor, including in dangerous activities in agriculture and small workshops.(3) Children, predominantly girls, are involved in planting and picking tobacco.(4-8) Common hazards in this sector include the risk of cuts and puncture wounds from threading tobacco leaves; the risk of exposure to toxins and pesticides; and the danger of musculoskeletal problems caused by the process of planting tobacco seedlings.(5-7) Children are also found picking olives and citrus fruit. Children in agriculture often work long hours and may use potentially dangerous machinery and tools, carry heavy loads and apply harmful pesticides.(3) Child labor among boys is prominent in small workshops, such as mechanics and carpentry workshops, as well as in construction, manufacturing, and industry.(6-11) Children working in these sectors risk exhaustion from long working hours, injuries from heavy equipment and sharp tools, and body discomfort or deformation from assuming awkward positions.(8)

Children also work in street and market vending, washing car windshields, trash picking, and begging on the



streets.(10, 12, 13) There is increasing evidence that some children involved in street work are trafficking victims, forced into commercial sexual exploitation and illicit work by criminal gangs, family, and acquaintances.(14, 15) A recent study found that boys working on the street are at a high risk of sexual exploitation by peers and other men.(13, 15) Other hazards for children working on the streets include severe weather, vehicle accidents, harassment and arrest.(16) Foreign-born children, including Palestinian, Iraqi, Egyptian, Kurdish, and increasingly, Syrian children, form the majority of child street workers. Dom children, an ethnic minority, are also prevalent among the children working in the street.(7, 12, 15-18)

Children, especially adolescent girls, are engaged in domestic work in Lebanon. According to a study conducted in Northern Lebanon, child domestic workers are exposed to hazards such as carrying and moving very heavy objects, injury from sharp knives, and falling-off unstable or unsafe chairs or ladders.(8, 19)

Lebanon is a source country for children, especially girls, trafficked for commercial sexual exploitation, domestic servitude, and criminal activity.(14, 15) In addition, Lebanon is a destination country for child commercial sexual exploitation, through the guise of fake or temporary marriages.(15, 18) A 2011 report highlights cases of girls tricked into fake marriages, who are then forced into prostitution and other illegal activities.(15)

Reportedly, in most Palestinian refugee camps children were not involved in local militia groups. However, in some camps where the security situation is more tenuous, such as Ain El Helwe and Bedawwi, there may be instances of children ages

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15 to 17 employed as guards at internal checkpoints or at building entrances.(20)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 14.(4, 21, 22) The Labor Code provides basic protections, such as limiting the work day to a maximum of 7 hours per day with 1 hour of rest after every 4 hours worked, for most children of legal working age. These protections, however, do not extend to child domestic workers or children working with their families.(8, 21)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	16
	Compulsory Education Age	13
	Free Public Education	Yes

The Labor Code includes a list of industrial, arduous and unhealthy work prohibited for children below the age of 16.(4, 21, 22) New Labor Code provisions on child labor and a list of hazardous occupations and activities for children under the age of 18 have been pending cabinet approval and parliamentary ratification since 2008.(7, 8, 23) Until these provisions are finalized, children ages 16 and 17 may be legally exposed to the hazards the draft list seeks to prohibit.

The Penal Code and Law 422 protect children from commercial sexual exploitation and prohibit financial gain from the prostitution of others, child pornography, involvement of a child in illegal activity, forced labor and involuntary servitude.(6, 7, 24)

Lebanese law is not consistent in its treatment of children working as beggars. In the Penal Code, child begging is criminalized. Conversely, Law 422 stipulates that child begging

endangers a child and that child beggars should be admitted to juvenile protection facilities.(16) However, due to an insufficient number of juvenile protection facilities (especially for non-Lebanese children), child beggars often end up confined to adult jail cells.(15, 16, 18)

The Parliament ratified Law 164 on the trafficking in persons on August 24, 2011. The Law criminalizes the trafficking and use of persons for commercial sexual exploitation, begging, and forced involvement in terrorist acts. It also bans the recruitment of children for armed conflict.(7, 25, 26)

The minimum age for voluntary recruitment into the Armed Forces is 18 for soldiers, noncommissioned personnel and officers. Military service is not compulsory in Lebanon.(27)

Education in Lebanon, until the age of 13, is free and compulsory by law for most residents of the country.(7) However, the law denies free education to children born to foreign national fathers, regardless of the mother's nationality. Further, children age 13 are particularly vulnerable to the worst forms of child labor as they are not required to be in school but are not legally permitted to work. A bill to raise the age of compulsory education to 15 is pending, but has not yet been approved.(12)

Institutional Mechanisms for Coordination and Enforcement

The Child Labor Unit (CLU), under the Ministry of Labor (MOL), serves as the Government's focal point on national child labor issues.(6, 7) The CLU's chief functions include raising awareness on the dangers of child labor, drafting legislation on child labor, and coordinating with other governmental agencies, civil society, and international organizations to gradually eliminate child labor.(7, 14, 28) The CLU also coordinates with the Ministry of Social Affairs (MOSA) in the referral of children to protective institutions such as shelters.(14) The Higher Council for Childhood (HCC), which is led by MOSA, oversees the implementation of child rights policies, including combating child labor.(12) No information was available on how the CLU and the HCC coordinate efforts on this issue.

The MOL is responsible for enforcing child labor laws through workplace inspections.(4) The MOL has 130 labor inspectors and assistant inspectors who conduct labor inspections.(6, 7) The MOL maintains that the number of inspectors is inadequate.(6) The ILO has provided training for MOL inspectors on investigating child labor issues. While trainings were scheduled for the reporting period, they were not completed.(7)

Child labor-related inspections at informal work sites are only permitted if a complaint is filed and the accused fails to respond to a summons from the CLU.(19) No mechanism exists to investigate complaints of child domestic labor since social workers—the only officials allowed to enter a private home—may only assess the overall welfare of the family and not the working conditions of domestic laborers.(19) The Government does not track the number of child labor violations, the number of children removed or assisted as a result of inspections, the number of citations issued for child labor, or the penalties applied and fines collected.(7)

The HCC, the Internal Security Forces (ISF), and the Ministry of Justice (MOJ) are jointly charged with the enforcement of laws related to forced labor, the commercial sexual exploitation of children, child trafficking and the use of children in illicit activities.(7, 19) The Public Prosecutor, the Juvenile Court Judge, the Police, and a representative from the Union for Protecting Childhood in Lebanon (UPEL), a quasi-governmental organization, cooperate to refer ill-treated and abused children, or children in conflict with the law, to appropriate services; this includes children exploited in the worst forms of child labor.(14) With six locations throughout Lebanon, UPEL is charged with coordinating juvenile justice procedures and advising juvenile judges on referring the child to appropriate social services.(7, 14)

Government Policies on the Worst Forms of Child Labor

MOSA's National Social Development Strategy, unveiled in February 2011, includes components on child labor and child protection.(7, 29) The strategy lays out a plan for the establishment of a comprehensive social, health, and educational program, including the protection of working children and the implementation of HCC's strategy to address the needs of street children.(30)

The Education Sector Development Plan focuses on expanding early childhood education, achieving higher rates of retention and achievement, and improving the quality of teachers.(31) The question of whether this plan has an impact on child labor does not appear to have been addressed.

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

During 2011, the Government continued to participate in phase 3 of the project, Strengthening National Action to Combat the Worst Forms of Child Labor in Lebanon (June 2009 to June 2011). Building on phases 1 and 2, phase 3 aimed to create governmental ownership of the project.(32)

During the reporting period, the project implemented vocational training and remedial education for children at risk of child labor in north Lebanon and the Bekaa region.(7) In addition, the project launched a Child Labor Monitoring System pilot project in Tripoli, designed to effectively gather and share information on the identification, monitoring and referral of withdrawn and rehabilitated child workers.(7) Finally, local Action Committees, composed of various local stakeholders, provided technical guidance and assistance in providing referral decisions for targeted children.(7)

The HCC, with government and UN funding, is leading a project to identify gaps in the child protection legal framework.(7) To date, HCC has drafted amendments to the Penal Code that provide clearer definitions on hazards children face and protective measures needed. These issues are currently under discussion by ministries and relevant parliamentary groups.(7)

NGOs and UN agencies are the main providers of children's social protection services, chiefly for child victims of trafficking.(15) Due to the lack of funding, government bodies, such as the ISF and UPEL, depend on the aforementioned providers when making service referrals of children.(15) In addition, the scarcity of shelters for child trafficking victims causes some children to be placed in juvenile detention centers.(15) The lack of shelters and resources to effectively handle child labor and trafficking cases put children at a heightened risk for continued exploitation.(15)

During the reporting period, the MOSA launched a poverty alleviation program funded by the Government, the Italian Foreign Ministry, the World Bank, and the Canadian Embassy.(7) The program targets 74,000 families living below the poverty line and includes plans to offer their children waivers for government school tuition and book fees. It is too early to determine what impact this poverty alleviation plan will have on child labor.(7)

The Government also worked with the ILO-IPEC on a study of child laborers between ages 5 and 17 in the North and Bekaa regions of Lebanon.(7) In an additional collaboration, the ILO-IPEC and the Government conducted a mapping of policy and initiatives on child labor in Lebanon. Both reports were released in early 2012.(7)

The NGO Caritas has an MOU with General Security, the official state body in charge of the entry and exit of foreigners, enabling the NGO to provide shelter and support to migrant domestic workers who have been identified as potential victims of trafficking regardless of immigration status.(15)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Approve into law the 2008 draft legislation to protect all children under age 18 from hazardous work.	2009, 2010, 2011
	Ensure that Labor Code protections extend to child domestic workers and children working with their families.	2011
	Amend Penal Code articles that penalize child beggars rather than ensuring their protection.	2011
	Ensure that children whose mothers are Lebanese nationals have the right to free education.	2010, 2011
	Adopt the pending legislation for raising the compulsory age of education from 13 to 15.	2010, 2011
Coordination and Enforcement	Increase the number of labor inspectors.	2011
	Track and make publicly available the number of inspections carried out, with special attention to the incidence of child labor, the numbers of children assisted, and any sanctions imposed as a result of violations.	2009, 2010, 2011
	Create mechanisms to protect children employed as domestic servants and child trafficking victims.	2010, 2011
Policies	Assess the impact that the Education Sector Development Plan has had on addressing child labor.	2010, 2011
Social Programs	Increase the number of protective shelters for children involved in the worst forms of child labor.	2010, 2011

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Lesotho

In 2011, Lesotho made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government enacted the Children's Protection and Welfare Act, which defines hazardous work prohibited for children and addresses the worst forms of child labor in Lesotho, and adopted the Anti-Trafficking in Persons Act in January 2011. The Government also launched a policy of free and compulsory primary education in June 2011. However, gaps in the labor law leave children working without a contract or in unregulated establishments unprotected from labor violations. Children continue to work in the worst forms of child labor, including in livestock herding and domestic service.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		69.6

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Lesotho are engaged in the worst forms of child labor, including in livestock herding and domestic service. Livestock herding among Lesotho boys is considered a rite of passage.(3, 4) Child herders often work in cattle posts for long hours, are exposed to extreme weather conditions, are denied an education and are at risk of being attacked by armed thieves due to their isolation.(3, 4) Some children also work in dangerous activities in agriculture.(5, 6) Children's work in agriculture commonly involves using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(6, 7)

Children, mostly girls, are commonly employed as domestic servants.(4) Domestic servants in Lesotho work long hours, sometimes up to 16 hours a day, and are susceptible to sexual abuse due to their isolation in private homes.(5, 8) Children also engage in informal street vending.(4) Children working on the streets as vendors may be exposed to many dangers, including severe weather, vehicle accidents and crime. They may also face physical and verbal abuse from older

vendors.(3, 4) Anecdotal evidence also suggests that some street children scavenge through waste dumps in and around garment manufacturing factories, which cause them to be exposed to dangerous chemicals.(9)

Children may also be exploited in illicit activities, as there is no legislation that specifically protects children under age 18 from being procured or offered for illicit activities.(10) Children are used by criminals to engage in illicit activities, such as theft, drug trafficking and dealing in stolen goods.(3, 4, 11) These children are also vulnerable to commercial sexual exploitation.(11) Children are reportedly trafficked from Lesotho to South Africa for commercial sexual exploitation and domestic service.(12, 13)

Lesotho has the third highest rate of HIV prevalence in the world.(14) According to the Government of Lesotho and the National AIDS Commission of Lesotho, the HIV/AIDS pandemic contributed to a rapid increase in the number of orphans and vulnerable children (OVC) in Lesotho, which increased from 88,500 to 108,000 children from 2005 to 2008.(15) OVC, especially girls, often become primary caregivers for other family members and act as heads of households.(15) These vulnerable children frequently leave school and engage in the worst forms of child labor to survive; they sometimes engage in prostitution and may be exploited in domestic service.(15, 16)

Laws and Regulations on the Worst Forms of Child Labor

According to the Labor Code, the minimum age for employment is 15, and the minimum age for hazardous work is 18. Children ages 13 to 15 may perform light work in a home-based environment, technical school or in another institution approved by the Department of Education.(17) The Labor Code prohibits the employment of children at night,

in mines and quarries, and in work that is likely to jeopardize their health, safety and morals.(17) The Labor Code does not extend protections to children employed without a contract, and thus excludes many children engaged in the worst forms of child labor in domestic service and street vending.(4, 10, 18)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	No
	Free Public Education	Yes

During the reporting period, the Government enacted the Children's Protection and Welfare Act of 2011. The Act defines and prohibits exploitative child labor and hazardous work for children.(4, 19) Under this Act, child trafficking, the commercial sexual exploitation of children and night work and industrial undertakings by children are also prohibited.(4, 19) Although there are maximum penalties for violations of this Act, the Act does not set minimum punishments for first-time offenders of employing underage children or exploiting children in night work or industrial undertakings.(19) While Lesotho's Education Act of 2010 makes primary education compulsory and tuition-free legally from age 6, the age to which it is compulsory has yet to be determined.(4, 20, 21)

Enacted into law in January 2011, Lesotho's Anti-Trafficking in Persons Act prohibits trafficking of all citizens, including children, for both sexual and labor exploitation. The Anti-Trafficking in Persons Act provides for a maximum penalty of life imprisonment for child trafficking.(4) In addition, the Children's Protection and Welfare Act criminalizes child trafficking and commercial sexual exploitation and also prescribes stringent penalties of 20 years imprisonment for these offenses.(4)

Military service in Lesotho is voluntary, and the minimum age for conscription is set at 18.(22) No legislation prohibits the use of children for illicit activities, such as the distribution and production of drugs.(10) Revisions to the Labor Code have been drafted, but have been pending since 2006. The ILO-CEACR recommends that these amendments be ratified to better protect children from being used in illicit activities.(10)

Institutional Mechanisms for Coordination and Enforcement

The Government of Lesotho has a multisectoral Program Advisory Committee on Child Labor (PACC) to oversee the coordination of child labor programs at the national level.(4) The PACC comprises representatives of government ministries, NGOs, international organizations and law enforcement. Participating ministries include the Ministry of Foreign Affairs and International Relations; the Ministry of Gender and Youth, Sports and Recreation; the Ministry of Justice and Human Rights; the Ministry of Health and Social Welfare; the Ministry of Education and Training; the Ministry of Labor and Employment (MOLE); the Ministry of Home Affairs and the Ministry of Law and Constitutional Affairs.(4) The Department of Labor within the MOLE is responsible for leading the PACC.(4) However, the PACC was not functional during the reporting period.(4)

The MOLE and the Child and Gender Protection Unit (CGPU) of the national police are responsible for enforcing child labor laws and investigating child labor violations.(4) The CGPU is responsible for enforcing laws related to hazardous and forced child labor, child prostitution, child trafficking and the use of children for illicit activities.(4, 18, 23) The CGPU investigates violations of Lesotho's Children's Rights Act and has a team of approximately 30 inspectors spread evenly throughout the country and the MOLE has approximately 50 inspectors.(4) Although, child labor violations are reported to the CGPU for investigation, the CGPU did not receive funding specifically for investigating cases related to child trafficking, child prostitution or the use of children in illicit activities during the reporting period.(4, 18) The MOLE and the CGPU reported having inadequate resources to investigate child labor violations.(4) According to ILO-IPEC, the labor inspection system in Lesotho could improve with additional financial resources.(24) Labor inspectors did not have any training on hazardous child labor in 2011.(4)

While there are no child labor specific inspections, the MOLE carries out general inspections to check for compliance with the Labor Code, including its provisions on child labor.(4)

In 2011, the MOLE carried out 1,000 labor inspections, but reportedly did not find any child labor violations. The CGPU did not make any statistics publicly available on the number of inspections carried out in 2011.(4)

Government Policies on the Worst Forms of Child Labor

The Government of Lesotho does not have a policy framework specifically for the elimination of the worst forms of child labor.(4) The Government completed a National Action Plan for the Elimination of Child Labor (APEC) in 2008, but it was never implemented.(4, 18) During the reporting year, the APEC was revised so that it would not need cabinet approval or an independent budget in order to begin its delayed implementation.(4) Relevant ministries and institutions have been asked to incorporate activities outlined in the APEC into their national action plans.(25)

To implement the Education Act of 2010, the Government launched a policy of free and compulsory primary education in June 2011. The policy requires children from ages 6 to 13 to be enrolled in a primary school.(4, 26) The policy also aims to eliminate school fees across the country through a phased approach and to provide school meals to vulnerable children.(4, 27) In addition, another government policy, effective in January 2012, lowered school fees in all public secondary schools. These two policies are likely to increase school enrollment and may decrease child labor.(4, 25)

The Government's National Policy on Orphans and Vulnerable Children notes that OVC are exposed to child labor and safeguards the rights of OVC to an education and calls for child labor prevention and vocational training programs.(28) The Government's National HIV and AIDS Strategic Plan (2006-2011) aimed to provide education and economic strengthening services to OVC, and to reduce the impact of HIV/AIDS on OVC and herd children.(15) Through its National AIDS Commission, the Government of Lesotho also developed the HIV/AIDS Strategic Plan 2010--2012 for the herd boys' community, which calls for access to education and HIV/AIDS awareness raising for herders.(29) Equally affected by HIV/AIDS as the rest of the Lesotho population, this Plan is directed toward the herd boys' community because they are also considered especially vulnerable due to poverty, level of education and geographical inaccessibility. Many Basotho boys raised as herders do not value formal education and, therefore, are illiterate, which prevents them from being able to read the materials published on HIV/AIDS issues.(29)

The 2008 United Nations Development Assistance Framework (UNDAF), revised in 2009, developed core strategies to set national priorities for poverty reduction and the attainment of the Millennium Development Goals in Lesotho. These include provisions for vulnerable populations, such as children with HIV/AIDS and OVC.(30) UNDAF promotes education for herd boys, domestic workers and vulnerable children. It also supports youth employment and builds the Government's capacity to provide social welfare services to vulnerable children.(31, 32) However, no activities were implemented in 2011.(30)

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

The Government assisted trafficking victims by partnering with NGO-run care centers and providing free medical services at government hospitals and clinics.(13) However, the absence of a victim referral system signifies a major disconnect in Lesotho's anti-trafficking efforts.(13) The Government also conducted extensive public campaigns to increase awareness of human trafficking.(13) Although the commercial sexual exploitation of children is banned under the Children's Protection and Welfare Act, there were no known efforts by the Government to reduce the demand for commercial sex.(4, 13)

In cooperation with UNICEF and the EU, the Government continued to implement the Child Grants Program, which sought to empower OVC through interventions in education, physical and mental well-being, life skills, food and nutrition and social protection.(33) Specifically, the Program provided financial support, school uniforms, psychosocial support through visits from social workers and community-based training on psychosocial support and child protection.(25) The Program also involved community-based facilitators identifying OVC and monitoring the use of child grants, as well as increasing OVC's access to health services and information on HIV prevention.(25) Research suggests that combining cash transfers with other social services leads to a greater impact.(33) The Program aimed to improve the welfare of children burdened with poverty, food insecurity, HIV/AIDS and the poor's access to public services.(4, 33) Through this OVC Program, the Government made quarterly payments of approximately \$45 to caregivers and provided scholarships to cover the cost of tuition, uniforms, stationery and boarding fees for OVC. The Program has benefited 20,000 children since 2000.(4) However, research found no evidence of an assessment of the impact of this program on reducing the worst forms of child labor in Lesotho.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Ensure that labor laws protect all children, regardless of labor contract status.	2009, 2010, 2011
	Provide minimum penalties for violations of the Child Protection and Welfare Act for all offenses.	2011
	Draft and adopt laws to prohibit the use of children for illicit activities.	2009, 2010, 2011
	Legally establish 15 as the age to which education is compulsory to match the minimum age for full-time work.	2010, 2011
	Establish minimum penalties for those who commit offenses against the Children's Protection and Welfare Act.	2011
Coordination and Enforcement	Ensure that the PACC serves its function to coordinate efforts to combat child labor.	2011
	Provide adequate funding to support enforcement efforts.	2009, 2010, 2011
	Collect and publish appropriate statistics on investigations, prosecutions and convictions of child labor and trafficking laws.	2011
	Provide training on hazardous child labor to all labor inspectors.	2011
Policies	Articulate and implement actions to specifically address child labor within the national development agenda for poverty reduction and for the OVC goals.	2009, 2010, 2011
	Implement activities for vulnerable children, including those in domestic service and livestock herding, under the UNDAF Plan.	2010, 2011
	Conduct research to determine the extent to which street children scavenge in waste dumps of factories.	2010, 2011
Social Programs	Implement social programs to reduce the demand for commercial sex and to combat the commercial sexual exploitation of children.	2011
	Implement social programs to ensure street children have adequate food and shelter.	2011
	Assess the impact of the Child Grants program on the elimination of worst forms of child labor.	2011
	Implement a trafficking victim referral system.	2011

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In 2011, Liberia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government of Liberia adopted the Education Reform Act that increased the compulsory education age, eliminating the gap between the compulsory education age and the minimum age for work. However, the Government has yet to implement the new National Children's Act or pass into law the Decent Work Bill and the worst forms of child labor persist, particularly in dangerous activities in the agriculture and mining sectors.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	32.7 (358,179)
Attending School	5-14 yrs.	40.1
Combining Work and School	7-14 yrs.	20.6
Primary Completion Rate		62.3

Sources:

Primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS, 2007.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Liberia are engaged in the worst forms of child labor, primarily in dangerous activities in the agriculture and mining sectors. Some children working in agriculture are engaged in risky activities, including using dangerous tools and applying harmful pesticides.(2-5) On some rubber plantations, children are employed to tap rubber trees, clear brush and carry buckets, which are considered dangerous activities.(2, 7-9)

Children are engaged in mining of natural resources such as alluvial diamonds.(2, 9-12) Although evidence is limited, children are known to mine gold, engaging in dangerous activities such as digging trenches with shovels and pick axes and washing gravel. Some children are also engaged in quarrying and stone cutting and crushing, though the scope of the problem is unknown.(2, 10-14) Children's work in mining and quarrying often involves unsafe activities, such as carrying heavy loads and working long hours.(15)

Liberian children are engaged in the informal sector as vendors, porters, truck loaders and construction workers (which may involve breaking rocks and digging sand), all of which involve transporting heavy loads.(10, 12, 14, 16-20) Some



children working as porters offload goods from neighboring countries from commercial trucks.(10, 12, 14, 16-21) An unknown number of street children sell goods on the street; some are forced to beg and engage in illicit activities, such as selling drugs.(22) In the domestic service sector, children commonly work long hours and are exposed to exploitative conditions.(12, 14, 16, 23)

Children are trafficked within Liberia for domestic service and exploitative labor.(23-25) Children are also trafficked to Liberia from Sierra Leone, Guinea and Côte d'Ivoire; they are also trafficked from Liberia to Côte d'Ivoire, Guinea and Nigeria for domestic service, street vending, sexual exploitation, agricultural labor and forced begging.(25)

During the year, an estimated 160,000 refugees fled the conflict in Côte d'Ivoire for Liberia. While some of the refugees have voluntarily returned to Côte d'Ivoire since October 2011, unaccompanied and unprotected child refugees continue to be at risk of the worst forms of child labor.(26, 27) During the reporting period, there were a few isolated reports that some Ivorian refugee girls had engaged in sex for food and shelter in Liberia.(22, 28, 29)

Between 1990 and 2003, Liberia was engaged in intermittent internal and regional armed conflict, which resulted in the displacement of entire communities and the destruction of the country's political, economic and physical infrastructure, including schools.(30) Due to budgetary and resource constraints, the school infrastructure is still in the process of getting rebuilt. The limited number of schools in some areas impedes access to education and increases the risk of children engaging in the worst forms of child labor.(25, 31)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Law sets the minimum age for work at 16 for the agriculture sector. The minimum age for work in the industrial sector is 18.(12, 32) Children younger than age 16 are prohibited from working during school hours and may only work for wages if the employer can demonstrate that they are attending school regularly and have a basic education.(32) According to the Labor Law, recruiters are permitted to hire children between ages 16 and 18 for light work in occupations that the Ministry of Labor determines are not harmful to the children’s physical and moral development.(7, 32) While the Labor Law prohibits the use of children in the worst forms of child labor, it does not include any penalties for engaging children in such activities, which inhibits prosecution.(12, 32) However, perpetrators can be prosecuted under the Penal Law’s child endangerment provision.(21)

	C138, Minimum Age	No
	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	15
	Free Public Education	Yes

The Labor Law does not provide a comprehensive list of hazardous activities that are prohibited to children younger than age 18.(32) In particular, the current Law does not protect children against physical and psychological abuse, dangerous work underground or in confined spaces (such as mining and quarrying) and dangerous work that involves the transport of heavy loads, all of which occur in sectors in which Liberian children work. The current law also does not protect children engaged in domestic labor, the informal sector and work on the streets.(12, 32) The National Children’s Act prohibits the worst forms of child labor—including engaging children in illicit

activities, prostitution, pornography and armed conflict—and establishes a list of hazardous activities prohibited for children. Although the National Children’s Act was formally passed into law by the Legislature in September 2011, it is awaiting dissemination and implementation.(12, 22, 25) The Decent Work Bill would provide additional protections for children—including a hazardous labor list—but it also was not formally passed by the Senate during the reporting period.(12, 33, 34)

The Constitution of the Republic of Liberia prohibits forced labor, bonded labor and slavery.(12, 35) The Act to Ban Trafficking in Persons within the Republic of Liberia criminalizes internal and international trafficking of children for the purposes of commercial sexual exploitation and forced labor.(12, 36) The Act to Amend the New Penal Code Chapter 14 Section 14.70 and to Provide for (the crime of) Gang Rape prohibits rape, including intercourse with a child younger than age 18.(37, 38) When enforced, the penalties for violating these laws are reportedly sufficient to serve as deterrents.(12) The minimum age for voluntary military recruitment into the Liberian Army is 18.(39)

The newly adopted Education Reform Act of 2011 increases the compulsory age of education from age 12 to age 15. The Act eliminated the gap between the compulsory education age and minimum age for work—which is age 16.(12, 40)

Institutional Mechanisms for Monitoring and Enforcement

The National Commission on Child Labor (NACOMAL) is charged with monitoring child labor issues and directing child labor policies. The commission is headed by the Ministry of Labor and includes representatives from 16 other organizations, including NGOs and international and civil society organizations.(12, 41) The objectives of NACOMAL include reforming national child labor laws and designing a national child labor database.(12, 41) In addition, the Child Protection Network, chaired by the Ministry of Gender and Development (MOGD), coordinates child protection efforts through monthly meetings to discuss child protection issues, including child labor and trafficking. Members of the network include the Ministry of Labor, the Ministry of Health and Social Welfare, the Ministry of Justice’s Women and Children Protection Section (WCPS), the Liberia National Police Force and civil society organizations.(12, 38) The Child Protection Network also is responsible for coordinating referral and provision of services to child victims and receives support from international and national organizations in doing so.(12, 25, 42) In addition, the MOGD manages seven community child welfare committees in different counties

that monitor children's issues at the community level and also makes referrals to other organizations.(14)

NACOMAL and other ministries generally perform preliminary investigations on exploitative child labor cases.(38) Child labor cases requiring further investigation or possible prosecution are referred to WCPS. WCPS has approximately 275 investigators.(12) During the reporting period, WCPS processed 34 cases of child endangerment, but none were identified as worst forms of child labor cases.(12) According to the ILO and other stakeholders, severe budgetary constraints, a lack of resources (such as computer equipment) and staff training impede the efforts of NACOMAL and WCPS to combat the worst forms of child labor.(12, 25, 38)

Liberia has mechanisms in place for monitoring and prosecuting criminal violations involving the worst forms of child labor as they relate to trafficking and the use of children in illicit activities.(12) These include a number of specialized enforcement mechanisms. The Government established the Liberian Transnational Crime Unit during the reporting period, with assistance of \$5.8 million over the next 3.5 years from UNODC.(43) The Unit brings together Liberian law enforcement and security experts from the National Police, National Security Agency, Customs, Bureau of Immigration and Naturalization (BIN) and other law enforcement agencies to coordinate responses to international organized crime (including human trafficking).(43) In addition, the Government reports that it maintains a Task Force on Rubber Plantations that includes child labor monitoring on rubber plantations. Research has not uncovered the degree to which the Task Force and the child labor monitoring systems are functioning.(25) However, reports do suggest that occupational safety guidelines and monitoring of implementation of such guidelines are not sufficient.(9, 44)

The Ministry of Justice, through WCPS and BIN, is responsible for enforcing laws relating to violations involving the worst forms of child labor including trafficking. The Government coordinates anti-trafficking activities through the National Human Trafficking Task Force, which is chaired by the Ministry of Labor and includes representatives from the Ministries of Justice, Foreign Affairs and Internal Affairs, and by the Liberia National Police and the Commissioner of BIN.(45) The Government of Liberia investigated one trafficking case during the reporting period, which is currently pending before the courts.(12, 21, 23, 25, 39) The Government did not make accessible to the public the child labor or trafficking data regarding investigation, complaints or prosecution.(12)

Government Policies on the Worst Forms of Child Labor

The Government of Liberia has a number of policy frameworks that address child labor.(12) The Government has undertaken a Country Program Action Plan (2008-2012) with UNICEF that seeks to reduce the vulnerability of children to exploitation, including child labor and child trafficking.(30) The plan calls for national child labor data collection and analysis and management capacity building of Liberian institutions and includes indicators, targets and sources of data to measure progress.(30) However, due to resource and staffing constraints, the Government did not collect or publish data on child labor during the reporting period, which hinders enforcement and policy implementation efforts.(12, 19, 38, 46)

The Government of Liberia has included child labor issues in other development agendas and social policies. The United Nations Development Assistance Framework for Liberia (2008-2012) tasks the Government with reforming national labor laws in accordance with ILO Conventions and assist in the implementation of child labor policies.(47) The Framework promotes youth empowerment and improving access to quality education.(47) The Government's Poverty Reduction Strategy (2008-2011) recognizes the link between household income and child labor and highlights the importance of protecting children from physical, psychological and sexual abuse.(48)

Liberia's National Social Welfare Policy prioritizes the development of action plans and policies that target children engaged in exploitive labor and child trafficking.(49) The Government has a National Employment policy that aims to provide vocational training for youth.(50) The Liberian National Youth Policy of 2005 identified as priority target groups for assistance children working in the informal sector, children living and working in the streets and children associated with armed groups.(51) However, the National Youth Policy for Liberia has not been formally adopted as of the writing of this report and its status is unclear.(38) Additionally, the Government of Liberia has a National Youth Policy Action Plan, which provides youth of legal working age with training in entrepreneurship skills and links to business mentoring programs and cooperatives.(52) The Rubber Industry Master Plan (2010-2040) prioritizes the development of the rubber industry and includes provisions for improving workers' standard of living, access to credit and children's access to education.(53)

The Government has an Education for All Policy (2010-2013) that aims to provide universal primary education by 2015. The Ministry of Education has an Education Sector Plan

(2010-2020) that aims to improve the education infrastructure, as well as access to, and quality of, primary education.(54) The Ministry of Education has a 5-year Plan (2010-2014) to provide education to vulnerable children affected by HIV/AIDS.(55)

While the child protection, livelihoods and education policies noted above address some child labor concerns, the impact of these policies on child labor has yet to be assessed.(38)

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

The Government continued to participate during the year in two regional USDOL-funded projects, which run through 2013—a 4-year, \$7.9 million project and a 3-year, \$5 million project.(56, 57) These projects are designed to strengthen ECOWAS's Child Policy and Strategic Plan of Action and to develop programs focusing on child trafficking as it pertains to the Strategic Plan.(56, 57) The USDOL-funded global 4.5-year, \$6.7 million project worked with the Liberian Government to build national capacity to collect and analyze child labor data.(58) The Government also cooperated with a USDOL-funded \$1.4 million grant for research on forced labor in the rubber sector, which ended in March 2012.(59)

During the reporting period, the MOGD continued to support the National Children's Parliament which advocates for stronger laws to protect children and comprises children age 15 to 18.(14)

The Government participates in the UNODC West Africa Coast Initiative that aims to strengthen national capacities and cross-border cooperation to address organized crime, including human trafficking and drug trafficking.(43, 60) With support from IOM, the Government provided training to immigration and labor officials during the year, including on identification and provision of services to trafficking victims.(25, 33)

The Government of Liberia participates in the EU-funded, \$3.6 million Social Cash Transfer Program, being implemented by UNICEF that aims to provide regular payments to poor and "labor constrained" households in Bomi County, along with other counties. Labor constrained households include households in which the majority of household members are unable to work, for example, due to disability.(61) The program targets 5,000 households and each beneficiary household receives between \$10 and \$25 per month.(61) A 2010 assessment of the Program by the World Bank rated the Program's outcome as positive.(62)

During the reporting period, the Government of Liberia participated in the \$27.6 million UN Joint Program for Employment and Empowerment of Young Women and Men, which ended in December 2011 and aimed to foster decent employment for disadvantaged youth in the informal economy and agriculture.(13) The Program included a technical vocational education and training component.(63) The Government of Liberia participates in the USAID-funded, 4-year (ending September 2014) Educating and Protecting Vulnerable Children in Family Settings Project, which aims to enhance protection systems for vulnerable children, including improving access to primary education and health services.(64)

Liberia continues to participate in the World Bank-funded, \$40 million Fast Track Initiative Grant for Basic Education project that aims to improve primary education access and quality.(65, 66) Ending in June 2013, the project targets over 470,000 direct beneficiaries. The World Bank rated progress towards implementation of project goals as satisfactory for 2010, the last year a rating was given.(66) The Government also continues to participate in the World Bank-funded, \$11 million Community Empowerment Project that aims to improve infrastructure (including school construction) and economic opportunities for poor families, including through cash-for-work schemes.(67) The Project targeted over 17,000 beneficiaries. The Project ended in June 2011.(67) The Government of Liberia continued to implement the World Bank-funded, \$6 million Youth, Employment and Skills Project that aims to provide employment opportunities and training to youth.(68) The Project targets 49,500 direct beneficiaries and is scheduled to end in June 2013.(68)

The Government continued to implement the \$175 million multi-donor Liberia Agriculture Investment Program (2011-2015), which aims to enhance household livelihoods in the agriculture sector, by building linkages with markets and improving rural infrastructure, which may have a positive impact on exploitative child labor.(69) The Government participated in the USDA and USAID-funded Sustainable Tree Crops Program through 2011, which aimed to support cocoa farmers (through training and farmer field schools) and to improve cocoa production and income in the counties of Bong, Lofa and Nimba.(70)

During the reporting period, the Government of Liberia cooperated with UNHCR to establish camps and provide essential services to Ivorian refugees, including children.(71-73) The Government participated in a World Bank funded Emergency Food Support for Vulnerable Women and Children Project that provided school lunches to 310 schools in the

counties of Maryland, Grand Kru, Grand Gedeh, River Gee and Sinoe, in Southeastern Liberia.(74)

The question of whether these education, social protection and livelihoods programs have had an impact on child labor has yet

to be assessed. In addition, despite government efforts, child labor continues to be a significant problem, which suggests there is an ongoing need to address child labor in Liberia including in the agriculture, mining and informal sectors.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Pass the Decent Work Bill and implement the National Children's Act, which should include a hazardous labor list for children younger than age 18, and sufficiently strict penalties for engaging in exploitative child labor, in compliance with international standards.	2010, 2011
	Ensure that the law, potentially through the Decent Work Bill, includes provisions that protect children engaged in street work and domestic labor.	2011
Coordination and Enforcement	Fully fund child labor enforcement mechanisms and prosecution efforts, such as NACOMAL, WCPS, and the National Human Trafficking Task Force and provide necessary training for such officials, to enforce child labor laws.	2010, 2011
	Consistently collect and publish data on violations, investigations and prosecutions for child labor and child trafficking.	2010, 2011
	Systematically implement and monitor implementation of occupational safety and health guidelines on rubber plantations through the Rubber Task Force.	2011
Policies	Collect (such as through national child labor surveys) and publish data on child labor and child trafficking, to inform enforcement efforts and policies.	2010, 2011
	Formally adopt and implement the National Youth Policy for Liberia.	2010, 2011
	Assess the impact that existing child protection, livelihoods and education policies may have on addressing child labor.	2010, 2011
Social Programs	Assess and evaluate the impact that existing education, social protection and livelihoods programs may have on addressing child labor.	2010, 2011
	Increase the scope of existing social programs to reach more children at risk of and engaged in the worst forms of child labor	2009, 2010, 2011

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Macedonia

In 2011, Macedonia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government of Macedonia opened a new day center in Ohrid and a 24-hour center for social services in Skopje to provide services to children working in the streets, including children who beg. The Government also continued to implement a conditional cash transfer program as an incentive specifically for Roma students who stay in school in order to keep them off the streets and away from begging. However, the Government still lacks a list of hazardous occupations from which children are prohibited, and its programs are not of sufficient scope to cover the majority of children working on the streets. The worst forms of child labor continue to exist, including in forced begging and child trafficking for commercial sexual exploitation.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	9.9 (30,052)
Attending School	5-14 yrs.	84.7
Combining Work and School	7-14 yrs.	11.5
Primary Completion Rate		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Macedonia are engaged in the worst forms of child labor, particularly as victims of domestic and international trafficking for commercial sexual exploitation and forced begging on the streets.(3-5)

Forced child labor in Macedonia primarily involves children who beg and sell cigarettes and other small items in open markets, in the streets, and to patrons of bars and restaurants. Children working on the streets are often members of the Roma ethnic group.(4, 6) Children who work on the street may be exposed to a variety of dangers, including severe weather, accidents caused by proximity to vehicles and vulnerability to criminal elements. These children also have increased vulnerability to becoming victims of trafficking.(7)



Laws and Regulations on the Worst Forms of Child Labor

The Constitution and the Labor Relations Act set the minimum working age at 15.(8, 9) However, children who are 14 years of age are allowed to work as apprentices or as part of an official educational program.(8-10) Article 63 of the Labor Relations Act states that a person must be at least 18 to engage in hazardous work and also stipulates that children under age 18 may not work underground or underwater, engage in strenuous physical labor, or perform other jobs which may be harmful or threatening to their life or health.(9, 11) According to the ILO, Macedonia does not have a hazardous work list, but has started the process of drafting one.(12, 13)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Forced labor is prohibited by Article 11 of the Constitution.(5, 8) The minimum age for voluntary military service is age 18, and there is no compulsory military service.(14) The Criminal Code bans prostitution and procuring people for prostitution, in addition to slavery and transporting of people in slavery.(15) The Law on the Protection of Children forbids prostitution, including any type of sexual use or abuse of children.(5) In addition, Article 201 of the Criminal Code states that it is illegal for parents or guardians to coerce children into forced prostitution for their own interest.(15)

Trafficking of children is specifically prohibited and can be prosecuted under Article 418 of the Criminal Code.(15) In the case of foreign child victims of trafficking, the Law on Foreigners allows them two months of temporary residence to determine whether they wish to assist the authorities with prosecutions. This period can be extended several times, conditioned upon collaboration with the authorities during criminal proceedings.(14)

While begging itself is not illegal in Macedonia, the use of children for forced organized and exploitative begging is prohibited under Article 201 of the Criminal Code.(15)

Education in Macedonia is free and compulsory to age 15, which is also the minimum age that children can start working in Macedonia.(16)

Institutional Mechanisms for Coordination and Enforcement

The National Commission for the Protection of the Rights of Children is a coordinating body comprised of representatives from government agencies.(10) The Commission's responsibilities include protection against child labor; however, the main focus of the group is social services and other ways to protect children's rights.(8) The National Commission for Trafficking in Persons and Illegal Migration coordinates the work of all institutions involved in the prevention, protection and prosecution of trafficking in humans. This National Commission is chaired by the National Anti-Trafficking Coordinator who has the status of counselor of State.(10, 17) The National Commission for Trafficking in Persons and Illegal Migration meets six times a year to draft policies and strategies, such as the national action plan, as well as monitoring their implementation, reporting on them and recommending activities. The Commission has a subgroup which addresses child victims of trafficking.(17)

The Ministry of Labor and Social Policy (MLSP), the Ministry of Interior (MOI), the Ombudsman's Office, the Prosecutor's

Office, the Courts and Social Care Centers are the agencies responsible for enforcing laws regarding hazardous and forced child labor.(10) There are 110 labor inspectors who are responsible for all labor violations, including child labor.(10) In regional offices where there is only one inspector, he or she may cover all labor violations, including child labor, sometimes without having been trained on occupational safety and health standards for children.(18-20) Occupational safety and health and labor relations inspectors are mandated to carry out at least 60 inspections per month and at least once a year within the following sectors: industrial, agriculture, trade, construction, forestry, transport, communal services, craft trade, hotel and restaurants, schools and universities, workshops, and laboratories used for professional practice.(19) Inspections for all other premises are required once every 3 years.(18, 19)

There is no nationally accessible registry of inspections that have been carried out by MLSP inspectors because the results of inspections are recorded on paper.(19) These results are kept in regional offices and are not shared with other regional offices.(19) There are 110 labor inspectors for Macedonia, who are responsible for all labor violations, including child labor. This number is adequate for the size of Macedonia.(9) The Office of the Ombudsman is available to receive complaints of hazardous and forced child labor.(10) The Ombudsman's Office reported that there were no official complaints of child labor in 2011.(10)

The Ministry of the Interior (MOI) special police unit is responsible for investigating crimes involving child trafficking, use of children in illicit activities, and commercial sexual exploitation.(10) In 2011, the police reported three cases of child trafficking involving six victims.(4, 6, 10) The Special Prosecution Office for Organized Crime and Corruption prosecuted 13 criminals in these cases who were convicted for trafficking children for sexual and labor exploitation.(4, 6, 10) Although the minimum sentence for committing these crimes against minors is ten years, the convicted offenders received prison sentences ranging from four years to eight and a half years.(10) All children found to be victims of child trafficking were removed from the situation, placed in shelters for trafficked children, and given immediate medical and psychological care.(17)

Within the MOI, the police force is the primary mechanism for enforcing criminal laws on forced begging and trafficking. The police unit has 19 officers dedicated to organized crime, corruption and trafficking. Five of these officers are specifically designated to trafficking of children for the purpose of sexual and labor exploitation.(10) The Government continued to implement police directives, which jointly include one plain

clothes police officer and one social worker reaching out to street children and engaging their families in order to find viable alternatives to forced begging, instead of putting the parents of these children into jail.(10)

The Ministry of Foreign Affairs provides protection and assistance to foreign child victims of human trafficking and utilizes the Transnational Referral Mechanism (TRM) Project of the International Centre for Migration Policy Development, an international organization headquartered in Vienna.(17, 21) The TRM Project provides comprehensive assistance to all foreign victims of trafficking.(21)

Government Policies on the Worst Forms of Child Labor

The MLSP adopted a ten year National Strategy in 2010 for the Fight Against Poverty and Social Exclusion. The strategy addresses children’s right including social protection, social inclusion, health, education and employment.(10) The question of whether this policy has an impact on child labor does not appear to have been addressed.

The National Commission to Combat Trafficking in Persons and Illegal Migration has a National Action Plan to Combat Trafficking of Children (NAP) in the Republic of Macedonia (2009-2012).(22) The NAP focuses on preventative measures to protect children from trafficking and exploitation, along with procedures to assist victims. The NAP also suggests policy and legislative solutions to the problem.(22)

The Government has a 10-year National Action Plan for the Rights of Children in Macedonia (2005-2015), which outlines activities for prevention and elimination of the worst forms of child labor. The National Action Plan includes direct assistance and intervention for withdrawal from child labor,

rehabilitation, and provisions for better access to primary education.(10)

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

The Ministry of Labor and Social Policy with international support continues to operate five Drop In Centers responsible for rendering social services to children working in the streets, including street children who beg.(3, 10) A team of inspectors search for these children to persuade them to go to the centers or back to school. In 2011, the Government opened the fifth drop in center in Ohrid and a 24-hour transit center for social services in Skopje.(10) In addition, teams from the Centers for Social Work locate families in order to give professional advice regarding care and education of children.(13)

The Government continued to support a conditional cash transfer program as an incentive specifically for Roma students who stay in school in order to keep them off the streets and away from begging.(10)

The Government runs a Reception Center for foreign victims of trafficking. Additional services at the Reception Center are provided by an NGO receiving funds from the Government.(17) The Reception Center has no facilities dedicated exclusively to children and they do not have the capacity to handle young male victims or any victims under 12 years of age.(17)

The Centers for Social Work (CSW) provide reintegration services for domestic victims of trafficking. However, they cannot accommodate all victims seeking services in a 24-hour period. There is no facility that is specifically dedicated to children and children and adults are mixed together in the facilities.(17)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Finalize and adopt the draft list of hazardous work activities from which children are prohibited.	2011
Coordination and Enforcement	Provide the inspectors of the Ministry of Labor and Social Policy with a nationally accessible computerized system to record inspections and make data publicly available.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Continue to expand programs to address the economic and education factors behind forced, organized, and exploitative begging, particularly within the Roma community.	2009, 2010, 2011
	Increase the capacity of the Reception Center and the Centers for Social Welfare to reach more child victims of trafficking and forced labor, adapting the services of these shelters to the unique needs of child victims, including separate spaces for children.	2009, 2010, 2011

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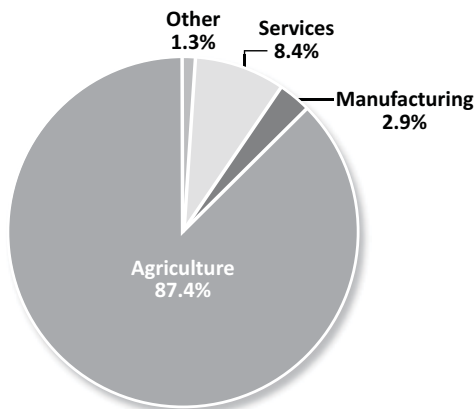
Madagascar

In 2011, Madagascar made no advancement in efforts to eliminate the worst forms of child labor. The effects of the 2009 coup, and ensuing political and economic instability, continued to make children vulnerable to exploitation. While the de facto government supported limited awareness-raising and social programs to reduce the worst forms of child labor, many government positions, including labor-related positions, remained vacant. The de facto government also did not implement child labor policies from the previous administration. In addition, the coup spurred a drastic reduction in foreign assistance, and while humanitarian assistance grew during 2011, it was focused on food assistance rather than services. The worst forms of child labor persisted, particularly in hazardous forms of agriculture and in mining.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	22.1 (1,206,992)
Attending School	5-14 yrs.	69.1
Combining Work and School	7-14 yrs.	15.4
Primary Completion Rate		72.5

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2007.(2)

Prevalence and Distribution of the Worst Forms of Child Labor

Children in Madagascar are engaged in the worst forms of child labor, including hazardous activities in agriculture and



mining.(3, 4) In Madagascar, children produce a variety of agricultural products. While the extent of the problem is unknown, evidence suggests that children as young as age 8 are involved in the production of grapes, wine, tea, cocoa and cotton.(5, 6) Evidence also suggest that children work in the vanilla sector, hand-pollinating flowers for 6 to 7 hours a day, as well as cutting and planting sisal (an agave plant with sharp edges commonly used to produce rope) in the district of Amboasary.(5-8) In addition, some children laboring in the tea industry are reported to work with fertilizer and sometimes carry up to 50 kilograms of weight on their backs.(5, 6, 9) Children reportedly are engaged in the production of copra (dried meat of the coconut) in Sambava and Toamasina.(5, 6) Risks for children engaged in agriculture include using dangerous tools and applying hazardous pesticides.(3, 10)

Some children herd cattle and sheep, working long hours and risking exposure to environmental elements.(9, 11) In coastal areas, children are engaged in fishing, including for crabs, sea cucumbers, shrimp and oysters.(5, 9, 12) Some children also perform deep-sea diving. Children engaged in the fishing sector may be at risk of drowning and excessive sun exposure.(6, 12) Evidence also suggests that some children make charcoal, risking injury from burning wood and carrying heavy loads.(9, 11)

Many children in the town of Ilakaka are involved in hazardous gemstone mining, including sapphires.(12) These children

are at risk of suffocation and death during mine cave-ins and landslides.(13) Research suggests that children engaged in salt mining risk respiratory illness and exposure to high temperatures, and may carry heavy loads.(5, 12) A growing number of children (some as young as age 7) are involved in gold mining in the regions of Analamanga, Vakinankaratra and Anosy. These children work 10 hours per day and earn no more than \$14 per week.(8, 9, 14, 15) In stone quarries, children work long hours crushing rocks to produce building materials, and they endure physical and verbal abuse.(11, 16, 17)

In the urban informal sector, children work in bars, sell goods on the street and transport goods by rickshaw.(4, 12) Children are also reportedly involved in transporting bricks from the location where the bricks were made to trucks or construction sites.(5) Such activities are perilous, as children commonly carry heavy loads and perform other dangerous activities. In urban areas, there are also an unknown number of street children who hawk items on the street, guard vehicles and fetch water for restaurants. Such activities may include carrying heavy loads and exposure to criminal elements.(18) There are reports that children are engaged in street gangs in the cities of Antsiranana, Toamasina and Antananarivo, where they pick pockets. There are also some reports of inter-gang violence.(18)

Malagasy children engaged in domestic service work an average of 12 hours per day, with some working as much as 18 hours per day. Many children receive little to no payment, or even in-kind compensation (such as room and board) for their work.(11-13, 19-21) These children are sometimes exposed to hazardous activities, such as carrying heavy loads, as well as to sexual and psychological abuse from their employers.(11-13, 19-21)

A growing number of children in Madagascar are engaged in commercial sexual exploitation in the coastal cities and in Antananarivo to survive and to pay for school fees.(12, 22-24) While victims of child sex tourism are mostly girls, some reports suggest that boys are exploited as well. Children are often recruited for commercial sexual exploitation through fraudulent offers of employment in the service industry, and are subject to physical and psychological abuse.(18, 22, 25)

Madagascar is a source country for domestic and international trafficking in persons.(18, 22) Reportedly, Malagasy children are mostly trafficked domestically from rural to urban areas for forced labor in sectors such as commercial sexual exploitation, domestic service, mines, fishing and agriculture.(22) The majority of child trafficking involves recruitment by acquaintances, transport operators, tour guides and hotel workers, as well as complacent family members.(18, 22, 26)

Reports indicate that ongoing political and economic instability since the 2009 coup and subsequent droughts, cyclones and insect infestations have caused an increase in unemployment, inflation and poverty. These problems appear to have contributed to a decrease in school enrollment and an increase in the worst forms of child labor, particularly in commercial sexual exploitation of girls.(21, 22, 27-33) Furthermore, the lack of school infrastructure (especially in rural areas), and vocational and technical training opportunities are significant barriers to children's education in Madagascar.(6, 27, 30)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work and apprenticeships at 15.(34) Children in Madagascar are required to attend school through age 14.(12, 35) The Constitution provides for free and compulsory primary education until age 14.(12, 35) The gap between the compulsory education age and the minimum age to work leaves children ages 14 to 15 particularly vulnerable to the worst forms of child labor, as they are not required to be in school but are not legally permitted to work either. In addition, in practice, a growing number of families have to pay registration and other school fees, as the de facto government has decreased its school subsidies since the 2009 coup.(31, 36)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	14
	Free Public Education	Yes

The Labor Code prohibits children under age 18 from employment that is immoral or hazardous, and several other laws also restrict children's work.(34, 37) Decree N2007-563 permits children between ages 15 and 17 to perform light work

if the work does not exceed their strength, is not hazardous, and does not interfere with their health or physical, mental, spiritual, moral and social development.(37) The Decree also permits children age 14 to work if authorized by a labor inspector and compulsory schooling is completed.(37) Both the Decree and the Labor Code prohibit children under age 18 from performing work at night.(34, 37) The Decree further stipulates the weight load a child can carry, by gender.(37) Decree N2007-563 also prohibits children from working near toxic materials and pesticides, or as domestic servants and in bars, discos, casinos, mines or quarries.(37) However, the law does not cover children engaged in street work.

Decree N2007-563 criminalizes commercial sexual exploitation of children, including the use of children to produce and disseminate pornographic materials, the trafficking of children and the use of children in illicit activities (e.g., trafficking drugs).(37, 38) The Penal Code allows for the extradition of Malagasy nationals and persons charged with trafficking in other countries.(39) Forced labor, including slavery and debt bondage, is prohibited in Madagascar under both the Labor Code and Decree N2007-563.(34, 37) Ordinance No. 78-002 of 1978 defines national service as the compulsory participation of young Malagasies in national defense and in the economic and social development of the country.(40, 41) However, the law also defines the minimum age for compulsory military service in the Malagasy army as 18 and prohibits engagement of children in armed conflict.(42, 43)

Institutional Mechanisms for Coordination and Enforcement

Political instability since the 2009 coup has hampered efforts to coordinate and enforce laws that protect children from the worst forms of child labor.(30, 44) For example, shortly after the coup, many public servants and labor inspectors were relieved of their positions, and some still have not been replaced.(18)

The National Committee to Fight Child Labor (CNLTE) is an inter-ministerial committee lead by the Ministry of Civil Services and Labor, with representatives from the Ministries of Education, Health and Justice.(5) The CNLTE coordinates programs, provides input on legislation and regulations on child labor, and is charged with monitoring and pursuing the implementation of the National Action Plan to Fight Child Labor.(5) The Division for the Prevention, Abolition and Monitoring of Child Labor within the Ministry of Civil Service and Labor supports the CNLTE by coordinating, monitoring and evaluating framework activities designed to

fight against child labor. The Division also conducts research and development activities to combat child labor.(5) However, research indicates that CNLTE efforts to coordinate on child labor issues were minimal during the reporting period.(18)

The National Statistics Institute is responsible for collecting and processing data for monitoring the implementation of the Convention on the Rights of the Child.(45) In addition, the Ministry of Population and Social Affairs (with support from UNICEF) is responsible for maintaining child protection databases at the regional and local levels, including for data on the incidence of child labor.(45) However, research found that the current de facto government made a minimal effort during the reporting period to collect, compile and share such data.(18, 22, 30)

Prior to the 2009 coup, anti-trafficking efforts in Madagascar were coordinated by the President's Inter-Ministerial Anti-Trafficking Committee, with members from 11 other ministries, as well as the police and the *gendarmerie* (a military body charged with police duties among civilian populations).(46) However, under the current de facto government in Madagascar, the Anti-Trafficking Committee has ceased to function and coordination between the agencies remains an issue.(18, 22)

The Ministry of Civil Services and Labor is charged with conducting workplace inspections and enforcing child labor laws.(12, 47) The Ministry of Civil Services and Labor has 100 labor inspectors.(44) Research did not uncover the number of labor inspections (if any) that were performed or labor complaints that were reported during the reporting period, as the de facto government did not make this information available. Insufficient staffing, equipment, transportation and funding hampered inspection, monitoring and enforcement efforts.(12, 22, 44, 48, 49)

The Ministry of Justice is charged with enforcing all laws pertaining to violence against children, including trafficking and commercial exploitation of children. The Morals and Minors Brigade of the National Police Force oversees investigations related to minors, including issues of trafficking and commercial sexual exploitation of children.(23, 46) The Brigade continues to operate a hotline and work with other agencies, NGOs and international organizations to organize assistance for victims.(18, 46) However, reports note that the de facto government made limited efforts to refer cases of child exploitation to service providers.(12, 22) In addition, the Brigade's anti-trafficking database is dormant due to a lack of funding and the reassignment of key personnel.(18, 46)

Research has not uncovered the number of criminal worst forms of child labor inspections, investigations conducted and complaints filed. However, there were no criminal worst forms of child labor prosecutions during the reporting period.(12, 22)

Government Policies on the Worst Forms of Child Labor

The previous Government in Madagascar had adopted the Madagascar Action Plan (MAP) (2007-2012), which expressly states an objective of fighting child labor and trafficking. It had also adopted the National Action Plan to Eliminate the Worst Forms of Child Labor (NAP) (2004-2019), which includes anti-trafficking and anti-prostitution initiatives.(46, 50) Since the coup, the de facto government has not fully recognized or sufficiently implemented much of the previous Government's policies on the worst forms of child labor.(11, 22, 30, 44, 51)

Child labor concerns were also incorporated into national development agendas and key documents, such as the Education for All Program, the Decent Work Program (2008-2013), Madagascar's Poverty Reduction Strategy Paper (2007-2012) and the United Nations Development Assistance Framework (2008-2011).(52, 53) Evidence suggests that the de facto government has not fully recognized or sufficiently implemented these poverty reduction, education and development policies.(18)

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

On September 13, Malagasy political stakeholders, with technical support from the South Africa Development Community, signed the Roadmap for Ending the Crisis in Madagascar, which outlines steps toward free and fair elections and the conditional return of the previous President and administration to the country.(54-57) The Roadmap provides for elections in 2012.(54-57) Since the 2009 coup, the country's textile industry has lost \$150 million in annual revenue between 2010 and 2011, and 50,000 jobs, negatively impacting the livelihoods of many families in Madagascar.(58, 59) In addition, much of the funding from international donors, including the African Union, the European Union, the World Bank and the United States, was suspended (at an estimated loss of \$400 million) as a result of the 2009 coup.(54, 60) The loss is significant given that prior to the coup, donor funding had constituted 70 percent of the public spending (which includes the education sector).(60) While humanitarian assistance grew during the reporting period (from an estimated \$180 million to \$260 million), the assistance was mostly in the form of food aid and not in services such as health.(60)

The current de facto government continues limited participation in the World Bank-funded \$68 million Rural Development Project that aims to improve productive investments in household livelihoods and food production, as well as in agriculture development.(61) The Project targets 57,000 beneficiaries and ends in December 2012. According to the World Bank, plans are underway to restructure the country program, given the current operating context.(61) In addition, the government participated in a WFP project that continued to provide food support to 131 schools in the three regions of Atsimo, Andrefana, Androy and Anosy, covering 63,967 students.(45) During the reporting period, the current de facto government also participated in a child birth registration campaign, with funding from UNICEF.(12) The questions of whether these education, agriculture and social programs have had an impact on child labor have not been addressed.

The de facto government continues to participate in the Regional Program for Eastern Africa to increase coordination in combating human trafficking.(62) Government officials also performed awareness-raising activities on child sex trafficking that included films, radio broadcasts, posters and other materials, with support from NGOs, ILO-IPEC, USAID and UNICEF.(45)

Implementing humanitarian activities at the local level during the year, the USDOL-funded 4-year, \$4.5 million project continued to combat the worst forms of child labor.(26) The project targets the sectors of agriculture, commercial sexual exploitation, domestic service, mining and quarrying; it aims to withdraw 4,500 children and prevent another 4,500 children from exploitive labor.(26) Also during the reporting period, government authorities continued to participate in the 4-year, EU-funded project Tackling Child Labor through Education (TACKLE). This \$13.5 million project aims to combat child labor through the provision of educational services in Madagascar, along with 10 other countries.(63, 64) To date, the project has withdrawn 1,255 children and prevented an additional 1,437 children from exploitive labor in Madagascar.(45, 64) The government participated in a regional \$1 million France-funded and ILO-implemented 3-year (ending in 2014) project that aims to combat child labor in the domestic service sector.(64)

During the reporting period, the de facto government made minimal efforts to address the worst forms of child labor, including limited investment in social programs that protect children.(22, 30, 44) As a result, the scope of existing child labor and anti-trafficking programs is insufficient to address the magnitude of the problem.(12, 22) Furthermore, the question of whether these programs are sustainable has not been addressed.

Madagascar

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Implement constitutional provisions that provide for free education.	2011
	Update and implement the law to provide protections for children engaged in street work.	2011
	Establish a compulsory age for education equivalent to or greater than the minimum age for work.	2009, 2010, 2011
Coordination and Enforcement	Ensure committees to combat the worst forms of child labor are operational.	2009, 2010, 2011
	Step-up efforts by fully funding activities such as the existing anti-trafficking database and provide additional training for personnel to oversee operations.	2009, 2010, 2011
	Expand efforts to refer cases of child exploitation to service providers.	2011
	Track and make publicly available information on the results of both labor inspections and criminal worst forms of child labor investigations and violations.	2009, 2010, 2011
	Step-up efforts to collect, compile and disseminate data on the worst forms of child labor, including child trafficking.	2010, 2011
	Step-up efforts to investigate and prosecute child labor and worst forms of child labor violations.	2009, 2010, 2011
Policies	Reinvigorate efforts to implement existing policies, including the MAP and the NAP.	2010, 2011
	Take steps to implement development education and poverty reduction policies.	2011
Social Programs	Assess the impact of the existing education, agriculture and social programs on addressing child labor.	2010, 2011
	Increase the scope of child labor and anti-trafficking programs to reach more children at risk of the worst forms of child labor.	2010, 2011
	Establish and implement a program to address the lack of schools, including vocational and technical training centers, which impedes children's access to education.	2011

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In 2011, Malawi made a moderate advancement in efforts to eliminate the worst forms of child labor. Despite severe fuel shortages and the suspension of foreign aid, the Government continued to support social programs to address child labor, particularly in the tobacco sector. The Government has also mainstreamed child labor into the Malawi Growth and Development Strategy (MGDS II) (2011-2016), the Decent Work Country Program (2011-2016) and the United Nations Development Assistance Framework (UNDAF). The Government also provided training on human trafficking to its employees and to police. However, the Government has not finalized or fully implemented neither key legislation nor policies protecting children from the worst forms of child labor, including the Tenancy Bill, the Child Labor Policy and the Child Protection Policy. In addition, the country continues to lack a compulsory education law. The worst forms of child labor in Malawi, particularly in dangerous activities in agriculture and fishing.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	33.6 (1,401,759)
Attending School	5-14 yrs.	79.5
Combining Work and School	7-14 yrs.	36.1
Primary Completion Rate		66.8

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Malawi are engaged in the worst forms of child labor, primarily in dangerous activities in agriculture and fishing.(3-8) Many work on farms, including in the commercial tea and tobacco sectors.(9, 10) These children may be denied food and experience verbal and physical abuse, sustain injuries from carrying heavy loads, contract respiratory illnesses, and risk exposure to toxic fertilizers and pesticides.(4, 9, 11) Children who sort and handle tobacco risk illness from nicotine absorption, including Green Tobacco Sickness.(9, 11-13) Children are involved (sometimes working alongside family members who are tenants on farms) in the tenancy system; farm owners loan tenants agricultural inputs



and deduct the debt from future profits. Families who cannot meet production quotas and are unable to repay these debts may face debt bondage.(14)

Boys catch, process, and sell fish, reportedly including the local varieties of *chambo* (tilapia) and *mlamba* (catfish).(5, 15) Some work as *bila boys* responsible for pulling and detangling nets. They spend prolonged periods in the water and dive at unsafe depths.(5, 16, 17) Children known as *chingubidi* empty water from small fishing boats. They work long hours, experience seasickness and may receive low pay.(16)

Children, especially boys, herd livestock. They have long workdays and often live alone and away from their families in order to care for animals.(6, 18, 19). Boys are also involved in the worst forms of child labor in quarrying, mining and construction.(6) Children in construction may carry heavy loads and be susceptible to dangerous conditions.

In urban areas, including in markets, children work as vendors.(20, 21) Anecdotal evidence suggests the number of street children in Malawi has increased.(22) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(4, 23) Children, primarily girls, are involved in domestic service and may be subject to abuse and long hours.(24, 25)

Children, often from rural areas, are exploited in prostitution, begging and sex tourism in urban areas and resorts near the country's lakes. In some cases, such children are victims of trafficking.(24) Within Malawi, boys are trafficked for animal herding and girls are trafficked for work as domestics or in restaurants and bars.(24, 26) Malawian boys may be trafficked to Tanzania for fishing, and girls to South Africa for commercial sexual exploitation. Malawian, Zambian and Mozambican children are trafficked within Malawi for forced labor on farms.(4, 24, 26, 27)

Children affected by HIV/AIDS, including more than 500,000 orphans, are at increased risk of entering into the worst forms of child labor.(23, 28) These children may become the heads of their households or primary caretakers to a sick parent and have to work to support their families.

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act No. 6, adopted in 2000, sets the minimum age for employment at 14 in agricultural, industrial or non-industrial work. However, this minimum age does not extend to work performed in private homes.(29) The Child Care, Protection and Justice Bill (Child Protection Act), prohibiting child labor, passed in June 2010 and became effective in January 2012. The Act defines a child as a person below 18 and prohibits children under the age of 10 from any work, including within the home.(20, 28, 30) However, the Act does not protect children over age 10 from work performed in private homes.

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	No
	Free Public Education	Yes

The Tenancy Bill, first drafted in 1997, regulates labor tenancy and includes legal protections for children working in agriculture through the tenancy system; however, it has not yet been passed into law.(14, 20, 31)

Although the Constitution states that children under age 16 are entitled to protection from hazardous work, the Employment Act sets the minimum age for hazardous labor at 18.(32) (29) (32) As of the end of the reporting period, March 31, 2012, the list of hazardous occupations, Employment Order, 2011 (“Prohibition of Hazardous Work for Children”) was still under review.(33)

The Penal Code prohibits pornography and criminalizes the procurement of prostitution. However, it does not prohibit the sale of a child into prostitution and its protections only apply to girls, leaving boys vulnerable.(34)

The Government reported to the UNESCO Institute of Statistics that education is compulsory until age 14.(35) Primary schools are free by law. Although families are responsible for school related expenses, such as books and uniforms, the Government directly provides schools with training and teaching resources and provides some book subsidies for poor families.(4, 36) However, government resources to schools are limited.(14, 36, 37)

Both the Employment Act and Malawi's Constitution prohibit and punish slavery, servitude and forced labor.(10, 32) Trafficking can be prosecuted through the child labor, forced labor and hazardous labor provisions of the Employment Act, the Penal Code, and the Child Protection Act.(23, 26, 29, 34, 38) The Child Protection Act also addresses the issues of child abduction and trafficking.(26)

The Defense Force Act sets the minimum age for military recruitment at 18.(20, 39) The Child Care, Protection and Justice Bill (Child Protection Act) prohibits the use of children for illicit activities.

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor (MOL), through its Child Labor Unit, is the primary agency coordinating efforts to combat child labor.(31, 40) The Unit provides technical assistance to other government agencies implementing child labor laws at the district and national levels.(40, 41) It provides policy guidance on child labor issues, including to the Child Labor Network, of which it is a member. The Network's membership includes government, trade unions, employers and civil society, and it is responsible for drafting policies, identifying resources and

harmonizing programs and activities for the elimination of the worst forms of child labor.(10, 40) The Child Labor Unit has limited staff and resources to effectively address the problem of child labor in Malawi. No information on the Child Labor Unit budget was available.(31)

In 2011, district level child labor committees comprised of government, NGO, union, and industry representatives regularly met to discuss incidents of child labor. They also monitored and implemented child labor projects in their area. The committees are guided by their district plans.(37, 42)

The Ministry of Gender, Children and Community Development has trained 800 Child Protection Volunteers to monitor child protection issues, including child labor.(31) Other community members also provided child labor monitoring in their localities.(31, 33) Malawi has a number of committees and working groups focused on issues relating to child labor, including: the National Steering Committee on Child Labor, the OVC and Child Protection Committee, the National Technical Working Group on Child Labor and Protection, the District Child Labor and Protection Technical Committee, the Area Child Labor and Protection Committee, and a Community Child Labor and Protection Committee.(31) The effectiveness of these committees and working groups has not been assessed. The same government representatives may sit on more than one committee, as in the case of the National Steering Committee and the OVC and Child Protection Committee.(37, 43) Anecdotal evidence also suggests that there may be some duplication of efforts. No information is available on the level of coordination between these committees.(43)

The MOL's General Inspectorate is charged with performing inspections and investigating all labor complaints, including those related to child labor.(44) While there is no formal mechanism for reporting child labor complaints, they are typically received by district child labor protection committees.(20) Workers and district child labor protection committees notify district labor offices to report hazardous child labor.(10, 40) Labor officers in 29 decentralized district offices administer and coordinate labor inspection services.(40) District labor offices receive funding directly from the Treasury; however, there are still insufficient funds to purchase office space and vehicle fuel in order to conduct inspections.(20)

By law, labor inspectors are required to visit workplaces biannually.(10, 40) They are to use standard forms to guide and report the results of their inspections for child labor. However, according to the ILO, these standard forms are not yet widely used, and mandatory inspections do not regularly take place due to a lack of resources.(31)

During the reporting period, economic, governance, and human rights concerns in Malawi led to violent strikes and resulted in the suspension of direct budget support and aid from many foreign donors.(33, 45) Foreign assistance contributes 40 percent of Malawi's total budget. As a result of the decrease in foreign exchange, Malawi did not have foreign currency to buy fuel, and therefore experienced a serious fuel shortage that disrupted business, public services and development activities, including monitoring and enforcement efforts against the worst forms of child labor.(31, 33, 42) Despite these constraints, in 2011, 1,340 labor inspections were carried out; however, the Government did not disaggregate which of these were related to child labor.(31, 37) Reports indicate that child labor cases during the reporting period were resolved through prosecution, resulting in fines. Fines ranged from \$53 to \$132 and all were paid. Reports suggest that in general, fines were not sufficient to dissuade offenders from continuing to use child labor.(31)

The Inter-Ministerial Task Force on Human Trafficking, led by the Ministry for Gender, Children and Community Development, coordinates anti-trafficking efforts and partners with international organizations and NGOs to draft national action plans to combat trafficking.(26, 38) The National Steering Committee on Orphans and Vulnerable Children and the National Steering Committee on Child Labor are also responsible for addressing trafficking issues specifically related to children.(26, 38) The status of coordination between the Task Force and these two Committees is unknown.

The Ministry of Gender, Children and Community Development is the lead agency responsible for the enforcement of trafficking laws.(40) The Ministry employs workers specifically to identify trafficking and child labor victims. The police also identify and rescue child trafficking and child labor victims.(26, 38) Other agencies supporting the enforcement of child trafficking laws include the Ministry of Justice, the MOL and the Ministry of Local Government and Rural Development.(26, 38, 40) The Ministry of Local Government and Rural Development and the Ministry of Gender, Children and Community Development trained 20 officers on child protection and human trafficking during the reporting period.(31) Police recruits at the Malawi Police Training School were also trained on identifying and combating human trafficking, as part of their standard training curriculum.(31) There is no information on whether trafficking in persons investigations were conducted during the reporting period. During 2011, the Government reported trafficking prosecutions and convictions, however, research did not show which of these were specific to child labor.(26)

The Government of Malawi does not collect data on the number of working children or the number of children engaged in the worst forms of child labor.(37)

Government Policies on the Worst Forms of Child Labor

The draft National Child Labor Policy, prepared in 2009, focuses on the issue of child labor and it would provide government, civil society and other partners with a framework to implement child labor programs and activities. However, it still awaits Cabinet approval.(46) The National Action Plan to Combat Child Labor (2010-2016), adopted on September 28, 2010, assigns roles and responsibilities for each ministry responsible for implementing the National Child Labor Policy.(33) It provides a comprehensive framework to reduce the worst forms of child labor.(33) The Plan proposes concrete activities to support policies to combat child labor.(20, 46) The CPP, adopted in 2010, harmonizes all policies related to children, but it has not been implemented.(28) Malawi also has an Employers' and a National Code of Conduct on Child Labor, which were developed prior to drafting the list of hazardous work. Both codes define conditions under which children are prohibited from work.(20, 41, 46) Malawi has mainstreamed child labor into other important development agendas, including the

Malawi Growth and Development Strategy (MGDS II) (2011-2016), the Decent Work Country Program (2011-2016), and UNDAF.(31, 33) The Government and UN agencies in Malawi work together under the One UN Fund program. This program supports the Government of Malawi's current efforts and seeks to enhance current UN agencies' activities to combat child labor.(33, 37, 43)

The Government's Education Policy provides all children with access to education and eliminated primary school fees.(10) The Government also currently implements the National Education Strategic Plan 2008-2017, which outlines the Government's goals and objectives towards achieving education for all.(14) The National Youth Policy (1996) includes protections for at-risk youth. The Policy includes the provision of services to youth, such as training and educational opportunities, which could contribute to reducing the worst forms of child labor.(10) The question of whether these programs have an impact on child labor does not appear to have been addressed.

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

The Government is partnering with ILO-IPEC on a 3-year, \$2.75 million project funded by USDOL to combat child

labor. The project began in 2009 and aims to strengthen child labor policies and develop codes of conduct for the elimination of child labor in the production of tea, tobacco and other agricultural goods. It seeks to withdraw and prevent 4,982 children from involvement in child labor by the end of 2012.(14, 31, 33) The project includes wider use of the child labor monitoring system established under a past USDOL-funded project. However, the Government does not currently systematically collect data on child labor.(37, 43) In 2011, the project planned for its beneficiaries to receive funding from the government Youth Enterprise Development Fund.(33) The Fund was created to address the problem of youth unemployment in Malawi. It provides youth, including those previously in the worst forms of child labor, with access to credit to start their own businesses.(33) In 2011, no project beneficiaries received these benefits.

In 2011, Food and Agriculture Organization (FAO) launched a project to support rural employment and decent work policies that promote equitable and sustainable livelihoods in Malawi and Tanzania. Funded by the Swedish International Development Agency, this 3-year, \$1.8 million dollar project works alongside ILO-IPEC to address child labor in agriculture. USDOL also funds the 4-year project, "Cooperation to Address the Worst Forms of Child Labor in Agriculture: Support to the International Agricultural Partnership," an ILO-FAO partnership.(33, 47) The project began in 2011. It developed an action plan to address child labor in agriculture. It also supported training for Directors of the Ministries of Labor and of Agriculture, as well as for Labor Officers and Agriculture Extension Officers, to ensure that employees of both Ministries are equipped to identify and support child laborers.(33)

There are a number of current initiatives to combat child labor in the tobacco sector. The Government is a steering committee member of the Eliminating Child Labor in Tobacco Growing (ECLT) Foundation's Integrated Child Labor Elimination Project, which intends to reduce child labor in 200 villages in Malawi.(48) Under a private-public partnership agreement, the Government collaborates with Japan Tobacco to implement the project, "Combating Child Labor in the Tobacco Industry."(31) The project receives additional support from the UNDP and the African Development Bank. Research did not identify any current programs focusing on children in the herding and fishing sectors.

The Government also supports the \$8 million, 4-year project, Child Labor Elimination Actions for Real Change (CLEAR) implemented by Save the Children and other NGO partners.(31) The project aims to address the root causes of child labor in the districts of Ntchisi, Mchinji and Rumphu.

With support from UNICEF and Plan Malawi, the Government is campaigning to register the births of children under age 18 in efforts to curb child labor and trafficking in nine districts.(31, 49) The Government also runs transit shelters that take in trafficked and street children and provide them with basic necessities.(4, 10, 31) It does not, however, have rehabilitation centers for these children.(4) The Government has also (19) established child friendly courts, community victim support units and a Child Stop Center to assist child labor victims.(20)

During the reporting period, the Government implemented a cash transfer program to low-income families in high-risk districts to enable their children to stay in school.(20, 31) The cash transfer program has been shown to have an impact on reducing child labor.(50, 51)

Studies on a program, which provides rural financial credits, indicate that children of credit recipients are generally more

likely to attend school and less likely to engage in child labor. Other analysis suggests that these credits may result in more children during the agricultural off-season remaining “idle,” neither working nor attending school, and more children during the peak season participating in agricultural production. Girls, especially, may take over the domestic chores of adult women who become more involved in income-generating activities financed by the credit, thereby delaying their enrollment in school.(52)

In 2011, in collaboration with NGO partners, the Government implemented programs to improve student retention, including developing student hostels and constructing school buildings. (20) In partnership with WFP, the Government provides some school feeding programs. The Government supports Mpemba Boys Home, Chilwa Approved Schools and other institutions that provide temporary and permanent care for orphans.(24) The impact of these programs on reducing child labor has not been assessed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Increase the minimum age for work for children employed in the home to 14.	2009, 2010, 2011
	Protect children working in the tenancy system by passing the Tenancy Bill, which regulates tenant farms and protects children working on them.	2009, 2010, 2011
	Ensure that both boys and girls are protected from all forms of sexual exploitation.	2009, 2010, 2011
	Adopt and fully implement the Employment Order.	2011
	Extend current child labor protections to children working in domestic service.	2011
	Ensure that the amount of fines is sufficient to deter individuals exploiting children in the worst forms of child labor.	2011
Coordination and Enforcement	Improve coordination among key agencies and bodies responsible for combating child trafficking.	2009, 2010, 2011
	Publish data on inspections, criminal investigations, prosecutions and other steps taken to enforce laws.	2011
	Assess the effectiveness of current child protection and child labor committees.	2009, 2010, 2011
	Require inspectors to use data collection forms and keep records of workplace visits.	2009, 2010, 2011
	Increase resources to enable labor inspectors to conduct regular child labor inspections.	2009, 2010, 2011
	Improve the current child labor enforcement reporting mechanisms.	2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Finalize and implement the Child Labor Policy.	2009, 2010, 2011
	Implement the Child Protection Policy.	2011
	Assess the impact that existing education and youth policies may have on addressing child labor in Malawi.	2011
Social Programs	Conduct research to clarify the impact of the cash transfer program and rural credits on child labor.	2011
	Increase the scope of existing social programs to reach more children at risk of the worst forms of child labor and develop programs to specifically target children in the fishing and herding sectors.	2011
	Systematically collect data on the number of working children, including through the use of the child labor monitoring system established under the USDOL-funded project.	2011
	Establish rehabilitation centers for victims of trafficking.	2011

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Maldives

In 2011, the Maldives made a moderate advancement in efforts to eliminate the worst forms child labor. The Government passed the Drug Act, criminalizing the use of children in drug trafficking; it also improved its interagency coordination on trafficking in persons and ratified a Human Trafficking Action Plan. In addition, the Government took steps to extend access to secondary education to children living in remote areas, including by opening schools on nearly every island of the country. However, the Government has not established a list of hazardous work activities for children, and there is no compulsory education requirement. While the country has a steering committee on counter-trafficking, there is no coordination mechanism on other child labor issues. Although the Government has not collected data on the issue, girls in the Maldives are reportedly exploited in prostitution and as domestics in private households.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		120.3

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There are reports of limited numbers of children engaged in the worst forms of child labor in the Maldives, particularly girls working in prostitution and as domestics in private households.(3-5) Girls are reportedly trafficked for prostitution within the country and from Bangladesh to the capital city, Malé, although the extent of the problem is unknown.(4) The UN Committee on the Rights of the Child has expressed serious concern about the commercial sexual exploitation of children in the Maldives and has warned that a lack of research on the commercial sexual exploitation of children has led to widespread denial of the problem.(6) Child domestics work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(7) The extent of this problem is unknown.



In the past, due to the unavailability of secondary education on smaller islands, children from these islands would commonly live with “host families” on larger islands in order to attend secondary school. They would perform domestic work in exchange for lodging and there were reports that some were abused and some never received any education.(3, 5) However, the Government has now opened secondary schools on nearly every inhabited island of the country except the very smallest, and daily ferry service is provided to enable children from the smallest islands to attend secondary school on larger islands. Children whose families cannot afford the ferry service are provided a stipend.(3, 5)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act establishes 16 as the minimum age for work, and 18 as the minimum age for work that may have a detrimental effect on a child's health, education, safety or conduct.(8) Research has not found evidence of laws or regulations that specify the types of work activities and processes that are hazardous and thus prohibited to children.

The Employment Act permits minors under age 16 to work in family businesses, provided such work is voluntary, and to perform work in connection to an education or a training program.(8) However, children under age 16 cannot be required to work during school hours or after 11 p.m.(8)

	C138, Minimum Age	No
	C182, Worst Forms of Child Labor	No
	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	16
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	13
	Free Public Education	Yes

The Constitution establishes the right to free education. It states that “it is imperative on parents and the State to provide children with primary and secondary education,” but the law does not establish an age for compulsory schooling.(3, 9) However, the Government reported to the UNESCO Institute of Statistics that education is compulsory until age 13.(10) The fact that education is compulsory until age 13 places children ages 13 to 16 at risk of involvement in the worst forms of child labor, as they are not required to be in school and are below the minimum age for work.

The Employment Act and the Constitution both prohibit forced labor, and the Constitution prohibits slavery and servitude.(8, 9) The Government does not have laws in place prohibiting trafficking in persons.(4) The Penal Code and the Child Sex Abuse (Special Provisions) Act criminalize the use of children for prostitution and pornography, but these offenses are not criminalized if the perpetrator and victim are married under Sharia Law.(3)

In 2011, the Government enacted the Drug Act, which explicitly prohibits the use of children in drug trafficking.(3) There is no compulsory conscription into the military, and the voluntary recruitment age is 18.(11)

Institutional Mechanisms for Coordination and Enforcement

Although the Government of the Maldives has established an interagency steering committee to strengthen counter-trafficking coordination, research found no evidence of a coordinating mechanism to combat other worst forms of child labor.(3)

The Ministry of Health and Family (MHF) and the Labor Relations Authority (LRA) enforce the child labor provisions of the Employment Act.(3) New MHF inspectors are provided training by LRA lawyers. In 2011, the LRA employed 11 labor inspectors and 6 investigation officers to inspect for all violations of the Employment Act.(3) The LRA conducted 197 routine labor inspections in 2011 and found no child labor. It also received approximately 1,000 labor-related complaints, but none involved child labor violations.(3) During the reporting period, the ILO provided a 3-day training to labor inspectors on general labor administration issues, but inspectors and officers do not receive targeted training on child labor issues.(3)

The Ministry of Human Resources (MHR) has a “blacklist” of employers who violate any provision of the Employment Act, and employers on the blacklist cannot employ new workers until violations are corrected. During the reporting period, no employers were blacklisted for child labor violations.(3)

The Department of Immigration and Emigration (DIE) is the Government’s focal point on trafficking in persons. In 2011, an interagency steering committee was formed to strengthen counter-trafficking coordination.(12) The committee includes the Maldives Police Service (MPS), the DIE, the Ministry of Foreign Affairs, the LRA, the Ministry of Home Affairs, the Ministry of Health and Family, the Maldivian Democracy Network (an NGO), and the Human Rights Commission of the Maldives. The committee met four times in 2011. According to a DIE official, lack of awareness about TIP issues among the committee members is an impediment to the committee’s work.(12) No formal system is in place for identification of trafficking victims and no victims were identified in the reporting period.(4)

The Government’s Family and Children’s Centers assist the public in reporting cases of abuse against both women and children.(13) When cases of child sexual abuse are identified, including child prostitution, the MHF’s Department of Gender and Family Protection Services (DGFPS) provides victim care, while the MPS’s Family and Child Protection Unit investigates the cases and refers them to the Prosecutor General’s Office for prosecution.(6, 13) The MHF employs 14 case workers in

Maldives

Malé and 1 or more in each of its 19 Family and Children’s Centers.(3) Two cases of child prostitution are currently under investigation.(4)

Government Policies on the Worst Forms of Child Labor

In 2011, the Government’s Steering Committee on trafficking ratified a Human Trafficking Action Plan.(4)

The Government’s Poverty Reduction Strategy Paper (PRSP) includes specific goals of increasing support services to children, improving data collection and analysis on vulnerable children and coordinating, monitoring and evaluating child protection services provided by social service providers and NGOs.(14) The UNDP Country Program for the Maldives (2011-2015) aims to support the ILO in developing a Decent Work framework to address youth unemployment, among other issues. The Country Program also aims to promote equitable access to justice and rule of law by increasing the capacity of the Prosecutor General’s Office and the employment tribunals, and training these institutions on human rights issues.(15)

The question of whether these poverty alleviation and rule of law policies have an impact on the worst forms of child labor does not appear to have been addressed.(3) The Government

does not regularly collect data on working children, making it difficult to understand the scope of the problem and to design strategies to address it. However, the Maldives Human Rights Commission is currently conducting an assessment of the scope of the trafficking in persons problem in the country.(3)

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

Social protection centers on many of the Maldives’ islands provide temporary shelter and protection for children in need, which could include children rescued from abusive work situations.(6) The MHF provides general protection and rehabilitation services, such as counseling, family reintegration, medical treatment and educational assistance to vulnerable children.(16) The target population for such services could include children in the worst forms of child labor, but the extent to which such children are involved is unknown. The MHF operates a hotline to report child abuse cases.(13, 17) It is unclear if these included cases of children abused in work settings and/or in commercial sexual exploitation.

Research found no evidence of any programs that specifically address the worst forms of child labor for children engaged in domestic service or those that who may be exploited in forced prostitution.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Employment Law or enact regulations specifying the work activities and processes that are hazardous to children.	2009, 2010, 2011
	Raise compulsory education to age 16, the minimum age for work.	2011
	Enact a law against trafficking in persons.	2011
	Enact laws to criminalize all child prostitution and pornography, even when it occurs within a marriage relationship.	2010, 2011
Coordination and Enforcement	Establish a coordination mechanism to combat all worst forms of child labor.	2009, 2010, 2011
	Ensure that the labor inspectorate receives training on child labor issues.	2009, 2011
	Put in place a formal system for identification of trafficking victims.	2011
Policies	Assess the impact that existing poverty alleviation policies may have on addressing child labor, particularly in domestic service and forced prostitution.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Conduct research on the prevalence of the worst forms of child labor to determine whether better-targeted policies and services are necessary.	2009, 2010, 2011
Social Programs	Develop and implement programs to address the worst forms of child labor, particularly for children exploited in domestic service and forced prostitution.	2009, 2010, 2011

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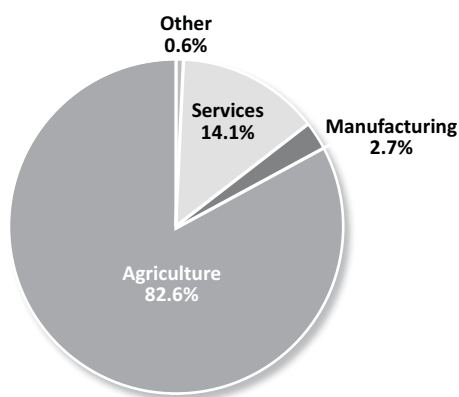
Mali

In 2011, Mali made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government adopted a National Plan of Action to Combat Child Labor. The Government, through its Ministry of Women, Children and Family, conducted a campaign against child labor and trafficking. In addition, the Government participated in several programs to eliminate child labor, including an ILO program to reduce child labor in gold mines. However, the mechanisms to fight child labor remain inefficient and some laws are not harmonized, leaving children unprotected from exploitative child labor. Children continue to engage in the worst forms of child labor, including in domestic service and in dangerous activities in agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	46.4 (1,700,782)
Attending School	5-14 yrs.	42.0
Combining Work and School	7-14 yrs.	20.5
Primary Completion Rate		55.4

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Mali are engaged in the worst forms of child labor, many of them in domestic service and dangerous activities in agriculture.(3-5) Children as young as age 5 work in



agriculture, including raising livestock and producing rice and cotton.(3, 6-11) On farms, children risk exposure to pesticides, injury from dangerous tools and fatigue from working long hours.(7, 12) Children raising livestock risk snakebites, being kicked and bitten by animals, and being exposed to severe weather. Children are also employed in dangerous labor in the fishing sector; they are at risk from drowning while capturing fish and from injury from sharp tools while processing fish.(13)

Children involved in domestic service work long hours, receive low and irregular pay, and face a high risk of physical or sexual abuse.(3, 7) The commercial sexual exploitation of children remains a problem in Mali, especially for girls, and particularly for those who work in the vending and mining sectors.(10, 11, 14) Some children, including street children, work as porters, vendors or garbage scavengers.(7, 15) Children working on the streets may be exposed to multiple dangers including severe weather, vehicle accidents and mistreatment.(7, 10)

Limited evidence indicates that, starting in January 2012, armed rebel and Islamist militia groups, including the National Movement for the Liberation of Azawad (MNL), the Arab militia and Ansar Dine, may be recruiting and using child soldiers. Unconfirmed reports indicate that children as young as age 12 carry assault rifles, work at check points and participate in looting and extortion.(16, 17)

Children work in quarries and children as young as age 5 are engaged in mining. In small-scale gold mines, children work long hours in all mining activities, including extracting material from underground passages.(14, 18) They also amalgamate gold with mercury and work long hours in unhealthy and

dangerous conditions, risking injury and exposure to diseases and mercury poisoning. In mining, children perform work that surpasses their physical and mental capabilities.(7, 14, 18)

Forced child labor in Mali is found in mining, agriculture, domestic service and the informal economy.(5) Children, especially of the Tamachek community, continue to be subject to hereditary slavery in Northern Mali. These children may be forced to work as domestic or agricultural laborers.(5, 19) Children, particularly of the Songhai ethnicity, work in debt bondage in the northern salt mines of Taudenni.(5, 13, 20)

Thousands of boys sent to receive lessons in traditional Koranic schools are forced by their teachers to beg on the streets or to work in fields and surrender the money they have earned.(3, 21-24) These children may be punished if they do not remit enough money to their teachers. Other Koranic teachers force the boys to work their lands for free.(25-29)

Mali is a source, transit and destination country for children trafficked for forced labor and commercial sexual exploitation.(20, 25) Children are trafficked internally for domestic service, gold mining, begging and work in agriculture, including rice fields.(22) Malian children are trafficked to Senegal and Guinea for forced labor in gold mines and to Côte d'Ivoire to work as domestic servants and as laborers on plantations, especially on cotton and cocoa farms.(20-22) Likewise, Malian boys are trafficked to Mauritania for forced begging, while Malian girls are trafficked there for domestic service and prostitution. Boys from other countries, such as Niger, Guinea and Burkina Faso are trafficked to Mali for forced begging and to work in mines.(18, 22) Girls from Nigeria are trafficked to Mali for forced prostitution.(30, 31)

Access to education is a critical component in preventing the economic exploitation of children. In Mali, access to education is hindered by chronic shortages of teachers, school materials, school infrastructure and transportation.(5, 9, 29, 32, 33) Additionally, anecdotal evidence suggests corporal punishment and the sexual exploitation of students by some teachers in schools prevents some children from remaining in school.(34)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work at 14, although children under age 14 may work with the approval of the Minister of Labor. A decree also permits children age 12 or older to perform domestic or seasonal light work, such as assisting in harvesting activities.(35, 36) Children under age 18 are protected by restrictions from activities such as

industrial night work and hazardous labor.(35, 37) The hazardous occupation list, updated in 2009, includes a ban on the employment of any child under age 18 in any work that presents dangers or harms the morality of the child.(37) However, another decree from 1996 that is still in force permits children ages 16 to 18 to perform certain hazardous activities. The 1996 Decree, while requiring labor inspectors to authorize this work, does not require employers to demonstrate that such children have received required vocational training to mitigate the hazardous nature of these activities as called for in ILO Convention 138.(36) This gap could expose these children to increased risks. The Labor Code also only applies to contractual work and excludes children working in the informal sector, such as in domestic service and non-contractual agricultural work.(38)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	16
	Free Public Education	Yes

The Child Protection Code provides additional protection for children under age 18, while the Penal Code establishes criminal penalties for several of the worst forms of child labor.(39, 40) The Child Protection Code identifies begging as a form of economic exploitation of children, and the Penal Code provides for punishment of this activity. However, the Penal Code does not provide penalties for some of the prohibitions enumerated in the Child Protection Code.(39, 40) For example, although the Child Protection Code prohibits children under age 18 from participating in the armed forces, the Penal Code only provides penalties for those recruiting and enlisting children under age 15.(39, 40) Additionally, although the Child Protection Code prohibits the use of children in illicit activities, no penalties are provided for this crime.(39)

The Penal Code prohibits the trafficking of and debauching of children. However, the prohibition of the debauchment of children only applies to children under age 13.(40) The Penal Code also forbids third-party involvement in prostitution (pimping) and the sexual slavery of children. However, the Penal Code law that prohibits inciting a child into prostitution only covers girls, not boys.(28, 40) Furthermore, provisions of the Penal Code are not applied to prostitution cases without proof of pimping. The Child Protection Code explicitly broadens the definition of sexual exploitation, including prostitution, to both girls and boys. However, there are no penalties prescribed by this Code.(39, 40)

Although the Penal Code bans slavery, no penalties are outlined for the offense.(40) Forced labor is prohibited under the Labor Code. However, the punishment for forced labor is only a fine and/or imprisonment for a period of 15 days to 6 months.(35)

The Constitution provides for free and compulsory education.(41) Education is compulsory for 9 years, beginning at age 7 until the age of 16, and all children have the right to education.(4, 5, 9, 39) However, some Tamasheq children are denied access to schools because of their ethnicity, and although the Constitution establishes free education, parents are still expected to pay school fees for registration, books and materials.(5, 41) These costs may deter families from sending their children to school.

Institutional Mechanisms for Coordination and Enforcement

Although the National Unit to Fight Against Child Labor was named the official coordinating body for child labor policy in 2010, the multiplicity of government structures sharing some of this responsibility leads to an inefficient and cumbersome system. In addition to the National Unit, the National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices, the Committee to Track Child Labor and Trafficking, and the Fode and Yaguine Action Network agreed to hold regular meetings and focus on improving interagency coordination on child labor and human trafficking.(42)

The National Unit to Fight Against Child Labor evolved from the previous Child Labor Unit in 2007, but was only officially accorded legal status in 2010.(43-45) Its mission is to reduce the worst forms of child labor by collecting statistics, coordinating programs and acting as a liaison with partners.(44, 46) As of 2010, seven members staffed the Unit.(8) The National Coordinating Committee for the Fight

Against Trafficking in Persons and Associated Practices involves 43 members, comprising various government agencies, civil society groups and NGOs.(5, 26) This Committee is chaired by the Ministry of Justice and tasked with conducting awareness campaigns, promoting anti-trafficking partnerships, developing a common data collection system and drafting a national plan on trafficking, along with mobilizing resources to implement that plan.(20)

Child labor laws are enforced by the Ministry of Youth, Labor, Employment and Professional Training through its 54 labor inspectors. Labor inspectors receive and investigate complaints and perform unannounced labor inspections in the formal labor sector.(42) During the reporting period, labor inspectors received trainings on hazardous child labor through local NGOs and at the ILO training center (CRADET). The number of inspections carried out during the reporting period is unknown, and there were no reports of any violations cited, fines assessed or fines collected.(42) Additionally, the Government of Mali lacks a mechanism to monitor the informal sector for child labor, including most agricultural work.(36, 42)

The Ministries of Justice, of Women, Children and Family, of Internal Security, and of Labor work together to enforce laws pertaining to all worst forms of child labor. The Ministry of Internal Security, through the Morals Brigade of the National Police, is the principal agency enforcing laws relating to the commercial sexual exploitation of children.(42, 47) Approximately 10 officers in the Morals Brigade investigate commercial sexual exploitation and child trafficking as part of their responsibilities.(42) However, the Morals Brigade does not have national coverage.(48) Although the Brigade was created to handle criminal affairs involving children, the main police force has no explicit obligation to turn children's cases over to it. As a result, many children's issues are handled by the general police force who do not receive special training on children's affairs.(48)

During the reporting period the Morals Brigade conducted a sweep of brothels to ensure no underage children were working as prostitutes. Brothel owners holding underage girls were arrested.(5) The number of children found and arrests made is unknown. In addition, during the reporting period the director of the national infant orphanage was arrested for trafficking in children, among other charges. The result of this arrest is unknown.(5) Due to the recent nature of the use of children in armed conflict, there is no documentation available concerning government efforts to address the issue.

The Ministry for Women, Children and the Family is responsible for working with trafficking victims.(47) During the reporting period, this Ministry helped repatriate 19 Senegalese children who were trafficked into Mali for forced begging.(31) Also in 2011, at least 30 children were rescued in Mali, including 5 Malian girls who border police prevented from being trafficked into Niger. There were also at least seven arrests made for alleged trafficking or commercial sexual exploitation, and one conviction.(42) Pending an appeal, the sentence for the one convicted trafficker was sealed. Despite these efforts, in 2011 a Koranic master who was in prison for child trafficking was released early without explanation.(42)

Government Policies on the Worst Forms of Child Labor

The National Plan to Combat Child Labor (2011-2020) was adopted on June 12, 2011, with the goal of eradicating the worst forms of child labor by 2015, and all exploitative child labor by 2020.(13, 49) To do this, the Plan calls for improving the judicial framework, increasing awareness about child labor, withdrawing children from the worst forms of child labor, providing these children with appropriate remediation services, and improving the livelihoods of families.(13) This Plan falls under the direction of the Ministry of Youth, Labor, Employment and Professional Training's National Unit to Fight Against Child Labor and is to be implemented in conjunction with 14 other ministries, including the Ministry of Education, the Ministry of Agriculture, the Ministry of Mining, the Ministry of Justice and the Ministry of Women, Children and Family.(13)

Various projects have also been designated to work on child labor policy, including the National Program Against Child Labor, the Project Against Child Trafficking, the Support Project for Timebound Program-Mali and the Project Against Child Labor Through Education.(47)

Child labor concerns have been incorporated in the Poverty Reduction Strategic Plan(2007-2011) and the UN Development Assistance Framework (2008-2012).(13, 50) The Framework addresses child protection, including support for children who are victims of trafficking. It also calls for increased access to social services, including education, for vulnerable children.(51) In addition, the 10-year Education Development Plan (2001-2011) focuses on providing quality access to education for all, with a specific focus on the inequalities between rural and urban areas.(33) The question of whether this education policy has had an impact on child labor does not appear to have been addressed.

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

During the reporting period, Mali supported and participated in various social programs. Although Mali does provide some housing, medical and psychosocial support, it has generally relied on NGOs and international organizations to provide social programs for vulnerable children.(47, 52) In addition, the Government of Mali implemented a program to register children.(5) Mali worked with the ILO on a program to reduce child labor in gold mines.(42) Also, in 2011, the Government, through the Ministry of Women, Children and Family, conducted a campaign against child labor and trafficking.(53) The Ministry for Malians Abroad also held workshops and sponsored debates to raise awareness and reduce trafficking.(31) Despite these efforts, Mali does not have a formal method for transferring vulnerable children who are detained by the police and Morals Brigade to NGOs, although there is an informal transfer system where police transfer children to NGOs, and the transfer is recorded by both the NGO and the police.(20, 29, 47)

In 2011, the Government of Mali also participated in several regional projects to combat the worst forms of child labor, including a regional USDOL-funded ECOWAS project. The ECOWAS project, initially funded at \$7.95 million for 4 years in 2009, was increased by \$5 million in 2010.(54, 55) This project is assisting ECOWAS to develop systems to help its member countries reduce the worst forms of child labor and in 2011 succeeded in developing a draft Regional Action Plan.(55, 56) The Government also worked with partners under a 4-year, 8-country, \$5.3 million, French-funded project that contributed to the abolition of child labor in West Africa and a 4-year, \$5.1 million, 4-country project funded by Spain.(57, 58) Mali also participated in a 4-year, \$21 million project funded by the European Commission to combat child labor through education in 11 countries globally.(59, 60)

The Government of Mali also worked with other partners to improve access to education; for example, by working with USAID through a 5-year, \$30 million project to improve literacy by providing interactive radio instruction for grades one through six.(61, 62) The Government also continued to participate in a 5-year, USAID-funded project to provide basic education and training to out-of-school youth.(63) The impact of this project on child labor is unknown.

Though Mali made efforts to support social programs to reduce the worst forms of child labor, these programs are dwarfed by the number of children engaging in agriculture and domestic service.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the decree that permits certain hazardous activities for children ages 16 and 17 to require that employers provide proof that required vocational training has been provided prior to the commencement of such work.	2009, 2010, 2011
	Adopt laws to ensure protections for all children working outside the formal sector, particularly in domestic service and agricultural work.	2010, 2011
	Harmonize the Child Protection Code and Penal Code to remove gaps leaving children vulnerable to the worst forms of child labor, including by ensuring that both girls and boys are protected from prostitution, and that children of all ages are protected from debauchment.	2009, 2010, 2011
	Criminalize and provide appropriate penalties for all worst forms of child labor, including slavery, forced labor, child soldiering ages 15 to 18, and commercial sexual exploitation.	2009, 2010, 2011
Coordination and Enforcement	Streamline coordination across agencies, including by ensuring that the general police force and the Morals Brigade coordinate on the cases of minors and by ensuring coordination between the National Unit to Fight Against Child Labor and other overlapping agencies.	2010, 2011
	Ensure the Morals Brigade has adequate reach.	2011
	Create a mechanism to provide enforcement protection for children working in the informal sector.	2011
	Make public information on the number of inspections, investigations, enforcement and prosecutions related to the worst forms of child labor.	2010, 2011
Policies	Take measures to ensure all children have access to education, no matter their ethnicity, and to ensure children's safety in schools.	2010, 2011
	Assess the impact of the Education Development Plan on addressing child labor.	2011
Social Programs	Expand and improve programs to prevent children's involvement in exploitative child labor, including by developing and implementing effective model programs to withdraw children from the worst forms of child labor in agriculture, domestic service, begging and mining.	2009, 2010, 2011
	Formalize Mali's system for transferring detained victims of trafficking to NGOs.	2010, 2011
	Assess the impact of the 5-year USAID-funded project on addressing child labor.	2011

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In 2011, Mauritania made a minimal advancement in efforts to eliminate the worst forms of child labor. During the year, the Government of Mauritania passed a new Poverty Reduction Strategy Plan (2011-2015) that includes plans to increase access to quality education. The Government also secured four child slavery convictions, which is considered significant, given the very limited number of convictions by the Government in past years. However, there are reports that the Government detained anti-slavery protestors during the year. In addition, some gaps remain in the legal framework, and social programs do not completely address the needs of children engaged in the worst forms of child labor. Children continue to engage in the worst forms of child labor, particularly in dangerous forms in the agriculture and herding sectors, as well as hereditary servitude and slavery in remote areas of the country.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	18.2 (172,936)
Attending School	5-14 yrs.	48.6
Combining Work and School	7-14 yrs.	10.8
Primary Completion Rate		74.8

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3, 2007.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Mauritania are engaged in the worst forms of child labor, including in dangerous activities in agriculture, herding and indentured and hereditary servitude.(3, 4) Children reportedly work growing beans, rice and vegetables.(3-5) Children herd and care for livestock, such as cattle and goats, and many work long hours and travel great distances. In rural areas, children who work on farms face risks from carrying heavy loads, using dangerous tools and exposure to chemicals.(4, 6-8) While research is limited, evidence suggests that children also work long hours herding camels and sheep as well.(6, 9, 10) Some reports note that children work in the fishing sector and risk drowning while out at sea.(11) Some children also burn wood to produce charcoal and risk injury from burns.(4, 6, 8)

In urban areas such as Nouakchott, Nouadhibou, Kiffa and Rosso, children (commonly boys) work in the informal sector, as street vendors, garbage collectors, bus fare collectors, donkey cart drivers, and as apprentices for mechanics and other employers. They also crush gravel for construction and deliver water to construction sites.(4, 12) These children are reported to work more than 8 hours a day, 6 days a week and are required to carry heavy loads.(12) Some apprentices, commonly boys, are beaten and forced to work for many years by their master.(10, 12)

Some children are engaged in criminal street gangs and are forced to beg by gang members.(7, 13, 14) In addition, some male street children are Koranic students, or *talibés*.(7, 15, 16) In Mauritania, it is traditional practice to send boys to Koranic teachers to receive education, which may include vocational training or apprenticeship.(7, 15, 16) Most *talibés* in Mauritania are between ages 6 and 10 and come from the Pulaar tribes in the southern part of the country.(4, 17, 18) Some Koranic teachers, or *marabouts*, force *talibés* to beg for more than 12 hours a day, without adequate food or shelter.(7, 15, 16) Additionally, children working on the streets are vulnerable to severe weather, traffic accidents and crime.

Girls, many of whom are between ages 7 and 12, work as domestic servants in urban households in Nouakchott; many of these girls reportedly come from the Senegal River Valley and Assaba geographic regions.(7, 12, 17, 19) Many girls work for 6 to 10 hours a day, often without pay, and some are beaten and sexually abused.(7, 12, 17)

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In Mauritania, children reportedly continue to be exploited in hereditary servitude, slave and slave-like practices in remote areas of the country.(13, 20, 21) Some children are born into slavery, while others are forced to work the land and turn over what they produce to “masters” in order to remain on their land. Some child slaves herd animals, such as cattle and goats, and perform domestic labor.(4, 20, 22, 23) Those that attempt to escape are reportedly beaten or killed.(13) Some former slaves (commonly descendents of slaves) continue to endure slave-like practices, including working for their former masters in exchange for minimal food, money, lodging, among other things.(23)

Mauritania is a source and destination country for trafficked children.(20) Reports indicate that children are trafficked within Mauritania for forced labor in agriculture, herding, domestic labor and fishing.(20, 24) In addition, children are trafficked domestically by street gang leaders to sell drugs. Internally, girls are trafficked for domestic labor and sexual exploitation, and boys are trafficked for forced begging as *talibés*.(7, 18, 20) *Talibés* are also trafficked from Guinea, Guinea-Bissau, Mali and Senegal to Mauritania for forced begging.(20, 24) Girls are trafficked from Senegal and Mali for domestic service in Mauritania.(20) During the reporting period, there were reports of girls between ages 5 and 13 being trafficked from Mauritania to the Persian Gulf under the guise of marriage, but end up being commercially sexually exploited.(4, 13)

Reports indicate that droughts and agriculture pest infestations have caused an increase in unemployment, inflation and poverty, leaving children vulnerable to the worst forms of child labor.(25-27) Research indicates that a lack of school infrastructure and limited availability of teachers impedes access to education, which also increases the risk of children engaging in the worst forms of child labor.(9, 23)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 14.(28, 29) At age 12, children may perform light work in establishments in which their family members are employed, provided that they have the Ministry of Labor’s authorization and maintain their schooling.(28) According to the Labor Code, children younger than age 14 are prohibited from night work.(28) The Labor Code also bans children younger than age 18 from work that is dangerous; beyond their strength; or likely to harm their safety, health or morals.(30) All laws regarding regular work also apply to apprenticeships.(31) However, the

Government lacks a hazardous labor list, which would specify the activities that are considered hazardous for children.(4, 32)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

In September 2011, the Ministry of Labor adopted regulation No. 1797 of the Labor Code Law 2004-017 to regulate domestic work, by establishing minimum conditions of work, contracts, leave time, and access to social security for servants and child care providers, in line with ILO Convention 189. However, even with the new regulation, the Labor Code Law 2004-017 does not provide a minimum age for work or prohibit hazardous work for children under age 18 engaged in domestic labor.(4, 23) In addition, the Labor Code does not protect children engaged in work on the streets.(4)

According to the law, the Government has established the right to free primary education until the age of 15. However, in practice, the free education provision is not effectively enforced, as children must pay for school-related expenses (such as school fees).(3, 7)

The Penal Protection Code for Children establishes penalties for sexually exploiting a child and for inciting a child to beg or giving authority to another person to do so.(33) The law also prohibits the production of child pornography.(9) However, the law does not prohibit the use of children in other illicit activities, such as selling drugs.(13, 34)

Laws 2007-048 and 025/3003 prohibit forced and compulsory labor, as well as slavery and trafficking in persons.(34-36) The law also prescribes penalties for Government officials who do not respond to reported cases of forced labor and individuals

who profit from or procure slaves.(13) The minimum age for both voluntary and compulsory recruitment into the military is 18.(37) At the time of writing, it is unclear if the Government has a law to protect children against forced recruitment in armed conflict that would include recruitment by non-state parties.

Institutional Mechanisms for Coordination and Enforcement

The multi-stakeholder Child Trafficking, Smuggling and Labor Group is composed of the Ministry of Social Affairs, Family and Children (MSFC); the Ministry of Justice; the Ministry of Interior; the Commission on Human Rights, Humanitarian Action, and Civil Society; NGOs; and international organizations. The Group met seven times in 2011, to coordinate child labor and child trafficking efforts.(4, 20) However, the Group did not effectively coordinate activities during the reporting period.(3, 4)

The MSFC has primary responsibility for both child labor policy and enforcing all child labor laws, including those related to the worst forms of child labor.(3, 4) The MSFC is also responsible for developing, elaborating and executing programs to protect vulnerable children.(4) The Government of Mauritania has 60 labor inspectors who are responsible for following up on child labor violations.(3, 4, 9) During the year, new labor inspectors were provided with training at the National School of Administration and attended a workshop, which will enable them to train other inspectors.(4, 38) However, the training provided did not include “in-service” training on child labor issues, and no child labor inspections or investigations were performed by the Government during the reporting period. Furthermore, the Government did not make labor inspection data accessible to the public.(3, 4) In 2011, the Government budgeted \$1.4 million for the MSFC, of which only \$35,700 was designated for child protection. However, there was no budget for labor inspections.(4)

The Direction of the Judiciary Protection of Children under the Ministry of Justice, the Commissariat for Human Rights and the Special Brigade for Minors under the Ministry of the Interior also undertake activities that protect children and enforce laws, including the worst forms of child labor.(3, 4) Research suggests, however, that the Government does not have a mechanism to refer children to social and other services.(4)

The Government reports that no complaints were filed during the year. NGOs took the child slavery cases (discussed below) directly to court and no formal complaints were filed.(4) Research indicates that the Government preferred to take the cases directly to court, as it was perceived as the quicker and

more amicable way to resolve the cases.(23) In addition, the Government did not make such prosecution data accessible to the public.

During the reporting period, the Government secured five convictions involving one case of child slavery. The case involved conviction of four members from a single family, for enslaving two children.(4) The slave master was sentenced to 2 years in prison and ordered to pay \$4,900 in damages to the slave children; the other three family members received 2-year suspended sentences for “complicity;” and the mother of the two child slaves received a 1-year suspended sentence for “complicity.”(4) An additional case involving three child victims and nine adult perpetrators was prosecuted, but all were acquitted. During the year, some reports indicate that the Government had detained some anti-slavery protestors.(13, 39)

Government Policies on the Worst Forms of Child Labor

The Ministry of Social Affairs, Family and Children has a national strategy and 3-year plan of action (2009-2012) for the protection of children.(40) The strategy and action plan aim to strengthen the legal system, increase access to social services for vulnerable children and establish a system to coordinate, and monitor and evaluate service provision.(41) In addition, the Commission on Human Rights has established a national plan to combat the vestiges of slavery, which includes education as a means to reduce poverty.(17, 34) However, the Government has not yet adopted the plan. Furthermore, according to the ILO, the Government of Mauritania lacks reliable data to be able to provide the plan’s services to all victims of slavery or those at risk.(17, 42)

The Government of Mauritania has other policies, such as the PRSP 2011-2015, which includes plans to increase access to quality education for all children.(43, 44) The Government has a UN Assistance Development Framework (2009-2010) that aims to provide social and educational assistance to vulnerable and exploited children.(45) The Government of Mauritania also has a National Program for the Development of the Education Sector (2001-2010), which aims to increase children’s access to education, particularly among girls.(34) The question of whether the child protection, poverty reduction, education and other policies have had an impact on child labor does not appear to have been addressed.

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

The Government of Mauritania acknowledges that child labor and forced labor is a problem. However, the UN reports that

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despite the convictions during the year, more needs to be done to address the problem of slave practices in Mauritania.(4, 46)

During the reporting period, the UN High Commissioner for Refugees continued to repatriate and reunite Western Sahara refugees (including children) in Senegal and Mali with their families in Mauritania, though the Government announced the end of the program in March 2012.(47, 48) The Mauritanian refugees had been displaced by ethnic clashes in 1989, and in 2008, some 19,000 refugees had been repatriated before operations were forced to cease due to civil and political unrest.(49) The Government of Mauritania continued to provide refugee children with education and other services to ensure that they were protected and did not fall into the worst forms of child labor.(31)

The Government of Mauritania continued to participate in the EU-funded UNODC Impact Program that aims to assist West and North African States in implementing the Migrant Smuggling Protocol. The IMPACT Project aims to strengthen criminal justice systems by improving legislative frameworks, building government capacity, improving data collection and analysis techniques and raising awareness.(50, 51) Under the Project, 12 traditional mediators from remote areas where a formal justice system is absent were trained on the national legal framework.(52) During the year, the Government also participated in an \$18 million project funded by the UN International Fund for Agricultural Development that aims to assist rural communities through provision of loans and grants to improve livelihoods, economic opportunities and food security. The project targets an estimated 21,000 households.(53) The question of whether these education, social protection and livelihoods programs have had an impact on child labor has not been addressed.

The Government of Mauritania continued to participate in a \$500,000 USAID-funded, UNICEF-implemented 2-year project to provide support to children engaged in slavery in domestic service, commercial sexual exploitation and forced

begging (*talibés*), among other sectors.(4, 9, 54) The project is scheduled to run through September 2012.(54, 55) It aims to strengthen legal frameworks and provide income-generating opportunities to victims of slavery, targeting women and children.(3, 9) The evaluation report notes that the project continues to suffer from implementation delays. The delays are in large part due to challenges with procuring beneficiary identity documents under the Government's national registration system.(4)

During the reporting period, the Government and UNICEF also entered into a partnership with the Religious Leaders Network for Child Rights and Imams to combat violence against children, including forced begging. Also during the reporting period, the Government and UNICEF distributed 2,000 awareness raising leaflets on the dangers of violence against children.(56) Reports suggest that the Government of Mauritania, with support from the United Arab Emirates and UNICEF, continued to provide social and other services to children that had been trafficked for labor in the camel jockeying sector in the UAE, in previous years.(48)

Since 2007, the Government has operated Centers for the Protection (CPISEs) and Social Integration of Children in Difficult Situations in the El Mina and Dar Naim Regions of Nouakchott, and in Kiffa. The CPISEs provide shelter for vulnerable children, many of whom are *talibés*. However, the centers are not fully funded and, therefore, are not fully functional. The centers do not provide sufficient services to the number of child victims that need them.(3, 4, 9, 23) The multi-stakeholder Child Trafficking, Smuggling and Labor Group held a workshop for Government personnel on child labor and forced labor laws.(4, 13)

In addition, research indicates that the scope of the programs to assist children involved in agriculture, herding, domestic service, the informal sector, street work and indentured servitude are not sufficient to meet the total need.(3, 4)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the labor code to include protections for children engaged in work on the street and in domestic labor.	2011
	Draft and adopt a hazardous labor list in accordance with international standards.	2009, 2010, 2011
	Draft and adopt a law that prohibits the use of children in illicit activities.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Improve coordination efforts of the Child Trafficking, Smuggling and Labor Group.	2011
	Take all necessary measures to effectively enforce all worst forms of child labor laws, including labor inspections, investigation, prosecution and conviction of violators of the law.	2009, 2010, 2011
	Establish and implement a mechanism for referring children to social services.	2011
	Provide sufficient funding, human resources and personnel training for effective coordination, inspection and enforcement efforts.	2010, 2011
	Make data regarding inspections, investigations, complaints and prosecutions accessible to the public.	2011
	Effectively enforce free public education legal provisions.	2010, 2011
	Take steps to ensure that worst forms of child labor and anti-slavery protestors are not unlawfully detained.	2011
Policies	Fully fund and redouble efforts to implement policies that protect children and collect data to identify children in need of these services.	2010, 2011
	Assess the impact that existing policies may have on addressing the worst forms of child labor.	2009, 2010, 2011
Social Programs	Expand the scope of programs to address the worst forms of child labor in agriculture, domestic service, informal sectors and other sectors in which children work, as well as children in hereditary and indentured servitude.	2009, 2010, 2011
	Fully fund the four Centers for the Protection of Children in Difficulty.	2011
	Establish and implement a program to address lack of schools that impedes child access to education.	2011
	Step up efforts to develop and implement programs to lessen the impact food shortages may have on rural populations.	2011
	Assess and evaluate the impact that existing education, social protection and livelihoods programs may have on addressing child labor.	2011

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In 2011, Mauritius made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government ratified the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, and established the Child Mentoring Scheme, which provides one-on-one counseling to at-risk children. However, the Government lacks a coordinating mechanism to combat the worst forms of child labor and does not currently ensure that victims of commercial sexual exploitation have access to comprehensive, quality services. Children in Mauritius are engaged in the worst forms of child labor, primarily in commercial sexual exploitation, although the extent of the problem is unknown.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		96.0

Sources:

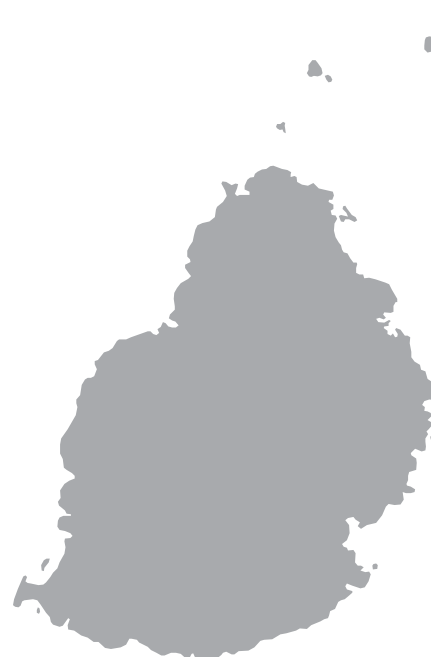
Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Mauritius are engaged in the worst forms of child labor, primarily in commercial sexual exploitation, although the extent of the problem is unknown.(3, 4) The UN Special Rapporteur on the Sale of Children, Child Prostitution and Child Pornography visited Mauritius in May 2011 and found, through anecdotal reports, that the scale of child prostitution in the country seems to be growing.(5) Some children are reportedly lured into prostitution by their peers or through false offers of other employment. Some adult prostitutes reportedly force their sons and daughters into prostitution.(3, 5, 6) Although information is limited, children are reportedly engaged in the production of pornography.(7)

Available evidence suggests a low incidence of other worst forms of child labor in Mauritius and its dependencies, such as Rodrigues Island. Although information is limited and the extent of the problem is unknown, some children reportedly



work in dangerous activities in agriculture, street vending and domestic service.(3, 8, 9) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(10) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(11) Children employed as domestics may work long hours and are isolated in private homes, where they are susceptible to physical and sexual abuse.(12)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Rights Act sets the minimum age for work at 16. Children under age 18 are prohibited from work that is likely to jeopardize their health, safety, or their physical, mental, moral or social development.(13) The Occupational Safety and Health (OSH) Act identifies these specific work activities, which include work with heavy metals and work in the forestry or construction sectors. It is illegal to employ youth ages 16 to 18 to work in any industrial setting between 10 p.m. and 5 a.m. Employers are required to maintain records of all employees ages 16 to 18.(13)

The Child Protection Act forbids causing, inciting or allowing any child under age 18 to engage in prostitution. The Criminal Code provides for penalties against procuring, exploiting or enticing a prostitute, including a child prostitute.(5) The Child Protection Act also prohibits the "taking, distribution, showing, possession with intention to distribute or to show, any indecent photograph" of a child, including electronic images.(5) The Combating Trafficking in Persons Act

establishes trafficking as a criminal offense, including trafficking of children. The Act also requires Internet service providers to inform the police of any information that suggests or alludes to trafficking on its server.(14) The Constitution prohibits forced labor and slavery.(15)

	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	17
	Free Public Education	Yes

There is no compulsory military recruitment, and the voluntary recruitment age is 18.(16) Education is free and compulsory to age 17.(17)

In June 2011, the Government of Mauritius ratified the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography.(18, 19)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Mauritius has established a coordinating mechanism to combat the worst forms of child labor. The Government established the National Children's Council (NCC) in 1990 following its ratification of the Committee on the Rights of the Child.(5) The NCC is an independent, para-governmental entity governing child protection issues in the country.(5) During the reporting period, the NCC collaborated with the Ministry of Gender Equality, Child Development and Family Welfare to discuss a new child protection bill.(3)

The Inspection and Enforcement Division of the Ministry of Labor, Industrial Relations, and Employment (MOLIRE) enforces all labor laws, including those related to child labor.(3)

It employs 45 inspectors and is responsible for conducting all regular labor inspections, including monitoring for child labor.(9, 20) From January to October 2011, the most recent period for which data is available, the MOLIRE inspections found no cases of child labor.(3, 20) The Office of the Ombudsperson for Children also has the authority to investigate any suspected or reported case of child labor. In 2011, this Office did not investigate any child labor cases.(20, 21) When a child labor violation is found, the MOLIRE carries out unannounced follow-up inspections to deter repeat offenses.(9) Prosecution is usually pursued against repeat offenders.(22) Violations related to the hazardous work provisions of the Occupational Safety and Health Act are referred to the MOLIRE's OSH Division.(9)

The Ministry of Gender Equality, Child Development and Family Welfare (MGE) is the lead agency of an interagency ad hoc working committee on trafficking in persons, but this body has not been formalized, leading to ineffective coordination among relevant ministries and inconsistent service provision to victims.(6, 23) In the final report of her mission to Mauritius in May 2011, the UN Special Rapporteur noted that coordination and cooperation among government agencies and with civil society groups seems to be a persistent challenge in addressing commercial sexual exploitation and related child protection issues in the country.(5)

The Police Brigade for the Protection of Minors (Minors' Brigade), a unit of the Mauritius Police Force (MPF), patrols areas such as arcades, bus terminals and other areas where youth are vulnerable to involvement in commercial sexual exploitation.(5) The MGE, the NCC and NGOs also participate in these operations.(24) The MGE has established Family Service Bureaus throughout the country to receive calls and handle walk-in visits related to any situation involving harm to children. The Bureaus are staffed with family welfare officers, psychologists, police officers and family counselors.(5) The MGE's Child Development Unit (CDU) also receives tips on all forms of child abuse, including commercial sexual exploitation and child trafficking, through two telephone hotlines. From January to November 2011, the CDU received reports of 12 cases of child trafficking and 2 cases of child prostitution.(3) The Minors' Brigade investigates these cases while the CDU provides follow-up assistance to victims.(25) However, the CDU suffers from a lack of resources and personnel, with only 10 family welfare officers to serve Mauritius and Rodrigues Islands, leading to insufficient service provision.(5)

In 2010, the most recent time period for which information is available, the Government prosecuted three cases of child

prostitution, involving nine offenders. As of May 2011, one case of child pornography was pending in the courts.(5)

The MGE provides training to police officers on commercial sexual exploitation. The MPF has also conducted a series of training sessions on commercial sexual exploitation, child abuse and trafficking in persons for police officers working in stations around the country, as well as for the Police Prosecutor's Unit, the Criminal Investigation Unit, and the Passport and Immigration Office.(9)

Government Policies on the Worst Forms of Child Labor

The Government does not have a national policy that specifically targets child labor. It has a Protocol of Assistance to Victims of Sexual Assault that lays out procedures to be followed by police and other officials when handling sexual abuse cases, including commercial sexual exploitation.(26) In addition, the Government's Child Safety Online Action Plan aims to prevent sexual exploitation of children on the Internet by strengthening the legal framework and raising awareness among parents and children.(25)

The Government's National Policy Paper on the Family lays out strategies to support child welfare through holistic support for families, including job training for parents.(27) The Government's Education and Human Resources Strategy Plan (2008-2020) aims to improve equity of access to primary, secondary and technical/vocational education, among other goals.(28)

The draft UNDP Country Program for Mauritius includes improving the education of vulnerable children through programs such as the *Zones d'Education Prioritaire* (ZEP), discussed below.(29) Although the Government's Poverty Reduction Strategy Paper (PRSP) does not explicitly discuss child labor, together with other poverty alleviation programs, it emphasizes child retention in school as a means to ensure equal opportunity for all.(9)

The question of whether these policies have an impact on the worst forms of child labor does not appear to have been addressed.

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

The Government carries out a number of activities to prevent child sexual abuse and exploitation, including widespread public awareness raising in schools and community centers, as well as on the radio and on television. The Government also holds workshops commercial sexual exploitation of

children (CSEC) for vulnerable groups, and participates in working groups with private sector and civil society actors on anti-trafficking and CSEC issues.(5, 19, 24) The Ministry of Tourism publishes and distributes pamphlets on trafficking to tourism companies, including tour operators and hotels.(23)

In the area of victim services, the Government operates drop-in centers that provide counseling and education to victims of sexual abuse, including commercial sexual exploitation and trafficking of children.(23, 30) When victims report such abuses, child welfare officers are available to accompany them as they receive immediate medical care. These officers then work in conjunction with the police if an official statement is needed.(6) The CDU provides a variety of follow-up support services, including counseling, legal support and reintegration, although it does face significant resource constraints as noted above.(5, 31)

If institutional care is needed, victims are referred to government or NGO shelters, many of which receive government funding.(5, 23, 30) However, these facilities are overcrowded, service providers are overtaxed and the facilities lack appropriate training, and institutions do not have appropriate standards of care, leading to inadequate rehabilitative services for this vulnerable population.(5, 6) In addition, child victims of prostitution are sometimes placed, by court order, in residential centers for youth on probation. The UN Special Rapporteur has expressed concern about child victims of prostitution placed in such facilities, where they may not receive appropriate treatment.(5)

The Government provides free school materials, lunches and medical examinations to economically underprivileged students.(32) The ZEP Program, initially piloted on Rodrigues and Agalega Islands, is being scaled up to primary schools throughout the country. This Program has been shown to reduce school drop-outs through enhanced community participation in education.(19, 29) The Government's Strategy for Special Education Needs and Inclusive Education in Mauritius includes a program for at-risk primary school students outside of school hours that focuses on physical education and the arts.(25) In 2011, the MGE launched a Child Mentoring Scheme that provides one-on-one counseling to at-risk children through a Government-selected mentor.(3, 19) The public school system also includes a pre-vocational track for youth who are at risk of exploitation or of becoming drop-outs.(19, 22)

The Ministry of Finance operates the Trust Fund for the Social Integration of Vulnerable Groups, which provides funding to NGOs for community development and family livelihood improvement programs.(3, 9) The MGE also operates the

National Parental Empowerment Program to strengthen overall family livelihoods.(32)

The question of whether these programs have an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Formalize an interagency coordination mechanism on TIP.	2010, 2011
	Increase investigations and prosecutions of CSEC crimes, and punish offenders.	2010, 2011
	Provide necessary resources to the Child Development Unit to ensure adequate service delivery for victims.	2011
Policies	Assess the impact that existing policies have had on the worst forms of child labor.	2010, 2011
Social Programs	Ensure that victims of CSEC have access to comprehensive, quality services.	2010, 2011
	Refrain from placing CSEC victims in facilities designed for youth on probation.	2011
	Assess the impact that existing programs may have on addressing child labor, particularly CSEC.	2009, 2010, 2011

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Moldova

In 2011, Moldova made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Moldova adopted the National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labor for 2011-2015 and expanded the National Referral System to all regions of the country to assist victims of trafficking and child labor. The Government also launched two new projects to improve institutional capacity on child protection. However, children continue to be involved in the worst forms of child labor, particularly in hazardous activities in agriculture. The Government has not committed sufficient funding to support programs that specifically target children working in these sectors.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	82.2
Combining Work and School	7-14 yrs.	31.8
Primary Completion Rate		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENCOVI Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Moldova are engaged in the worst forms of child labor including in agriculture and on the streets.(3) The 2009-2010 National Child Labor Survey estimated that 109,000 children were engaged in dangerous child labor, mostly in family businesses and on farms.(3) These data were not analyzed in time for use in this report and are not included in the chart above. Children's work in agriculture may involve using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(4) Reports indicate that school directors, farms and agricultural cooperatives signed contracts that required students to help with the harvest during the high season in autumn.(5)

Children work on the streets selling goods in Moldova.(6) Children working on the streets may be exposed to many dangers including severe weather, vehicle accidents and crime.(7)

Moldovan children are trafficked abroad and within the country for commercial sexual exploitation, begging and forced labor.(5, 8)



In 2006, UNICEF reported that the migration of adults in search of work has left approximately 40,000 children without either parent.(9) These children often lack adult supervision and are at greater risk of trafficking, forced labor and sexual exploitation.(9)

Laws and Regulations on the Worst Forms of Child Labor

Article 46 of the Labor Code sets the minimum age for employment at 16 and article 255 sets the minimum age for employment in hazardous work at age 18.(3, 10) In certain cases, children age 15 can work with parental or legal authorization if the work will not interfere with their education, health or development.(10, 11) Government Decision No. 562 establishes a list of 32 jobs, including construction, agriculture, food processing, and textiles, prohibited to persons younger than age 18.(11) Employing children under age 18 in a hazardous industry can lead to fines and imprisonment.(3)

The Constitution forbids forced labor and the exploitation of minors.(11, 12) Article 206 of the Criminal Code and article 6 of the Law on Child Rights prohibits trafficking in children for labor and sexual exploitation and lays out penalties for the use of children in illicit activities, forced labor, prostitution and the creation of pornography.(3) Article 6 of the Law on Child Rights also prohibits and lays out penalties for child soldiering.(3, 11) The Law on Preventing and Combating Trafficking in Human Beings provides guidelines for combating

child trafficking including prevention, victim assistance and repatriation for child victims.(13)

	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	17
	Free Public Education	Yes

The legal framework also includes several other laws that address child labor. These laws include the Law on Labor Force Migration, which calls for protection and care of children left behind by migrant parents; the Law on Occupational Safety and Health, which states that children of working age are individuals in need of specific protections in the workplace, and the Code of Contraventions which establishes fines for those violating a child's rights.(14)

The age for military recruitment is 18.(3, 15)

Education is free and compulsory until the age of 17.(5, 16) However, many schools are not adequately funded, and parents are sometimes charged for school supplies and text books.(5, 17) The law also requires children to have access to education in their native language.(16) Roma children are particularly vulnerable to barriers in accessing education due to poverty.(5, 17)

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee on the Elimination of Child Labor coordinates all child labor efforts and is chaired by the Deputy Minister of Labor, Social Protection and Family. It includes representatives from the Government, workers' organizations, NGOs and academia.(3)

The National Committee for Combating Trafficking in Persons coordinates government efforts to combat human trafficking including child trafficking. Parliament also appoints an ombudsperson who specializes in child protection.(3) The ombudsperson ensures that the interests of children are given consideration by central and local public authorities.(3)

The Labor Inspection Office (LIO) within the Ministry of Labor, Family and Social Protection is responsible for enforcing all labor laws in the Republic of Moldova. In 2011, the LIO operated on a budget of \$490,000 and with a staff of 96.(3) In 2011, labor inspectors participated in four training activities on labor related issues, which included some training on child labor.(3) Within the LIO, the Child Labor Monitoring Unit is responsible for monitoring government efforts to reduce child labor.(3)

The law permits child labor inspections for both legally registered workplaces and individual persons, thus covering informal worksites.(10) Inspectors are also allowed to seek assistance from local public administrators to suspend licenses of employers who repeatedly neglect labor inspection recommendations. Between January and November 2011, the LIO conducted a total of 5,981 inspections and uncovered 222 child labor violations.(3) During this same time period, the LIO referred 16 child labor violations to Moldovan courts and collected fines amounting to \$1,500 in 11 cases.(3)

The Center for Combating Trafficking in Persons (CCTIP) is responsible for investigating child trafficking cases. CCTIP employs 40 police officers with an additional 43 officers at individual police stations who specialize in enforcing the Criminal Code along with cases of child trafficking.(3) CCTIP officers and prosecutors are trained on interviewing child victims of trafficking and exploitation. The CCTIP annual budget is approximately \$290,000.(3) Between January and November 2011, the Government opened 23 investigations on child trafficking. Of those cases, 17 children were victims of trafficking for sexual exploitation.(3) During the reporting period, there were 14 cases tried in the reporting period that resulted in two convictions and 23 child victims assisted.(3) The Government of Moldova operates a call center to provide advisory and emergency assistance on issues related to trafficking.(18)

Government Policies on the Worst Forms of Child Labor

In 2011, the Government adopted the National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labor for 2011-2015. The National Action Plan outlines 45

action items to be implemented by 30 stakeholders working on child labor issues.(3) The action items include training key stakeholders on the prevention of the worst forms of child labor, institutionalizing a child labor monitoring system and developing public informational campaigns on child labor issues. The Ministry of Labor, Social Protection and Family is responsible for monitoring the implementation of the plan and the National Steering Committee will draft annual progress reports.(3, 19)

In 2007, the Collective Convention on Elimination of Worst Forms of Child Labor was signed by the Government, the National Confederation of Employers, the Trade Unions Confederation and the Free Trade Union Confederation.(3) This agreement outlined actions aimed at eliminating the worst forms of child labor and included specific work activities and hazards prohibited to children such as underground work and work which exposes them to machinery, electric shock, extreme temperatures and chemical or biological agents.(20)

The National Youth Strategy, through its Plan of Action for 2009-2013, aims to facilitate youth employment, provide access to education, encourage youth participation in public life, build the capacity of youth institutions and develop health and social protection services. The Government allocated \$24 million for the Strategy's implementation.(21) The question of whether this policy has an impact on the worst forms of child labor does not appear to have been addressed.

The National Plan for Prevention and Combating of Trafficking in Human Beings (2010-2011) lays out specific actions to be taken to combat child trafficking including building capacity of those providing services to child victims, awareness-raising to prevent trafficking in human beings, and investigating cases of complicity by public servants in trafficking of persons.(22)

Social Programs to Eliminate the Worst Forms of Child Labor

During 2011, the Government completed activities related to a 4-year, USDOL-funded global project worth \$4 million, which aimed to assist countries in establishing or implementing their national plans of action to eliminate the worst forms of child labor. The project assisted in the drafting of the National Action Plan which was adopted in 2011.(23)

The National Referral System, implemented by the Ministry of Social Protection, Labor and Family in collaboration with the IOM, offers assistance to victims of trafficking and child

labor. The program started in 2006 with five pilot regions and was expanded to cover all regions of Moldova in 2011.(3) The Government also participates in USDOS-funded programs to address human trafficking. These programs, with a total of \$1.67 million in funding, build capacity of local government officials and police to better investigate and try trafficking cases, as well as strengthen victim identification and assistance. One project supports the development of a monitoring system to assess the implementation of the National Referral System. A separate project works in the remote rural areas of secessionist Transnistria to provide anti-trafficking training to health, education, judicial and law enforcement officials.(24, 25)

In 2011, the Government launched a new project entitled, "Addressing the Negative Effects of Migration on Minors and Families Left Behind." This 18-month, \$2.5 million project, funded by the European Union, will work towards improving the Government's public information system on child protection, promoting employment opportunities for young people through vocational training, supporting business start-ups and conducting awareness campaigns regarding the negative consequences of migration.(3, 26)

In 2011, the Government began to participate in an 18-month project designed to improve the capacity of government institutions to identify and support vulnerable children in two districts of Moldova.(27)

While the Government of Moldova provides some financial support to programs addressing both child labor and trafficking, all major child labor programs have been donor funded. These programs do not appear to be sustainable without outside financial assistance.(3)

The Government of Moldova has various social programs to support vulnerable groups, including vulnerable children.(3) One such program is the *Ajutor* Social Program, which is a cash benefit program targeted for the poor.(28) Another social program includes the Government's provision of the equivalent of \$29 each to qualifying children from vulnerable families to cover the cost of school supplies.(5) In 2011, \$391,877 was spent on school supplies for children from vulnerable families.(29) Additionally, Moldova's Social Investment Fund works to empower poor communities and vulnerable population groups to manage their priority needs through a small grants program.(30) The question of whether these programs have an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Monitor schools to ensure that children are not charged extra educational fees or required to participate in farm work during the harvest season.	2010, 2011
Policies	Assess the impact the National Youth Strategy and its Plan of Action for 2009-2013 may have on addressing the worst forms of child labor.	2009, 2010, 2011
Social Programs	Ensure current child labor programs are sustainable by providing increased financial support.	2010, 2011
	Enact programs to prevent children's involvement in exploitative child labor in agriculture.	2009, 2010, 2011
	Increase school funding to ensure that children have access to mandated free education through age 16.	2010, 2011
	Assess the impact that existing policies and programs such as the <i>Ajutor</i> Social Program may have on reducing child labor.	2011

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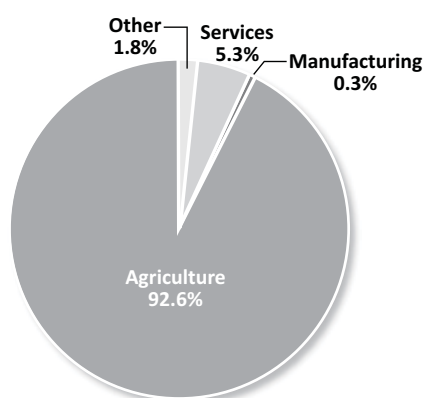
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In 2011, Mongolia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved the National Program for the Elimination of the Worst Forms of Child Labor 2011-2016, which identifies actions to combat child labor and defines stakeholder roles and responsibilities. The Government also conducted a national labor force survey, which included child labor indicators, trained police on child labor issues, and provided direct services to children working in the worst forms of child labor. However, government enforcement and coordination mechanisms for reducing child labor are minimal and gaps persist in the legal framework for prosecuting criminal offenders, specifically regarding commercial sexual exploitation. Children continue to work in the worst forms of child labor, especially in hazardous activities in herding and animal husbandry.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	9.7 (43,132)
Attending School	5-14 yrs.	79.1
Combining Work and School	7-14 yrs.	8.4
Primary Completion Rate		108.1

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from LFS Survey, 2006.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Mongolia, most commonly in herding and animal husbandry.(3, 4) Herding exposes children to extreme cold and frostbite, exhaustion, animal attacks, assault or beatings, nonpayment of wages and accidents such as falling off horses or being cut by sharp knives while slaughtering livestock.(4, 5)

Children mine gold and fluorspar both on the surface and underground in artisanal mines.(3, 4) Children have also been involved in mining coal, however emerging reports from NGOs indicate that the prevalence of child labor may be declining in coal mining and across the mining sector.(3, 6) In mining, children handle mercury and explosives, transport heavy materials, stand in water for prolonged periods, work in extreme climate conditions, risk falling into open pits, and descend into tunnels that are up to 10 meters deep and at risk of collapse.(3, 4)

Children also perform work as market traders, street vendors, porters, dumpsite scavengers, horse jockeys, domestic laborers, construction workers and in the service sector in hotels and restaurants.(3, 4, 6, 7) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(8) Children employed as domestics may work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(9)

Children scavenge in dump sites where they are exposed to unhygienic conditions, extreme weather, and health problems caused by inhaling smoke from burning garbage.(3, 4) Child porters often carry loads exceeding legal limits or push carts weighing up to one ton.(4) Horse jockeys risk injury or death from accidents or falls.(4)

The worst forms of child labor such as child prostitution, pornography and child trafficking also exist in Mongolia,

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although information is limited.(6, 7) Child prostitution including child sex tourism is a continuing problem.(7, 10) Girls are trafficked internally and forced into prostitution, sometimes in saunas and massage parlors.(11) Girls may also be trafficked to China, Macau, Malaysia and South Korea for sexual exploitation or forced labor.(10, 11)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Law sets the minimum age for employment at 16, but allows children at age 15 to work with the permission of a parent or guardian. Under certain conditions children as young as 14 may participate in vocational education.(12) The Labor Law is under revision but there is no information on how the amendment may extend greater protection to children or the timeframe for submitting the amended law to Parliament.(6, 13) Under the current law, protections are lacking for children who work for informal businesses, family businesses or without a formal contract.(6, 12, 13)

	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	16
	Free Public Education	Yes

The List of Jobs Prohibited to Minors, issued by the Ministry of Social Welfare and Labor (MOSWL), lists locations, professions and conditions of work for which it is prohibited to employ minors under age 18. Children under 18 are barred from mining or working as load carriers, horse breakers or animal trainers, or at garbage dump sites. Child herders are prohibited from working at distances greater than 1,000 meters during unfavorable weather or natural disasters.(14) The List does not specify whether it applies to children working in

informal businesses, family businesses or those working without a formal contract.(14, 15) The Standards for Clothes and Safety Equipment for Horse Jockeys provides occupational safety and health standards for children engaged in this activity.(16) The 2002 Criminal Code and the 1996 Law on the Protection of the Rights of the Child prohibit the use of children in exploitative activities such as begging.(17, 18)

Forced labor, human trafficking, sexual exploitation and use of children in other illegal activities are prohibited in the Criminal Code.(17, 19) The Code prohibits engaging children in prostitution and in pornography.(17) Offenses such as prostitution are mentioned not only in the Criminal Code, but also in the administrative Law on Banning Prostitution. Each prescribes a different penalty.(6) The way these overlapping laws are interpreted has resulted in the arrest of child victims of commercial sexual exploitation instead of the perpetrators, or the issuance of lesser penalties against the perpetrators through their conviction on lesser offenses. The definitions in these laws are unclear, specifically regarding forced labor and prostitution, allowing for ambiguous interpretation by law enforcement and judicial officials.(6, 10, 19) In January 2012, Mongolia passed a new Law on Combating Trafficking in Persons, but it is not yet known how this Law, in practice, addresses the duplication and interpretation of the issues mentioned above.(20, 21)

The minimum age for both voluntary and compulsory military recruitment is 18, as mandated in the Law on Civil Military Duties and the Legal Status of Military Personnel.(22)

Primary and lower secondary education is free and compulsory for 9 years, generally from ages 6 until the age of 16, as mandated by the Education Law.(13, 23) Schools are often distant from many children's homes, especially at the secondary level, which leads to children dropping out of school if their families cannot afford the dormitory costs.(6)

Institutional Mechanisms for Coordination and Enforcement

The National Authority for Children (NAC) implements the National Program for the Elimination of the Worst Forms of Child Labor 2011–2016, coordinating national efforts to eliminate the worst forms of child labor.(3, 6, 24) The NAC also serves as the Secretariat for the Committee on Child Labor, newly created in 2011 by the MOSWL.(6) Details are not yet available on the role of the Committee. In 2011, the coordination of child labor activities was primarily done through the National Network Against the Worst Forms of Child Labor, an NGO-led initiative that included the participation of the NAC.(6)

The enforcement of child labor laws, including the worst forms of child labor, is conducted by the General Agency of Specialized Inspection (GASI), which employs only 10 inspectors nationwide to enforce compliance with labor laws including child labor, occupational safety, hygiene and social security.(6) Inspections cover only registered businesses, which means they fail to protect the majority of children engaged in the worst forms of child labor in Mongolia.(3) GASI reported that no child labor-specific inspections were conducted in 2011, but that inspectors documented 12 child labor violations in 2011 during the course of general inspections, which all resulted in fines imposed on the employers.(6) In addition, GASI reported that two children were injured while working in construction during the year, which resulted in inspections and fines imposed on the employers.(6)

In the past, reports indicated that the Confederation of Mongolian Trade Unions (CMTU) was mandated by GASI to conduct inspections to monitor labor law compliance, including child labor laws.(16, 25) However, reports for 2011 did not confirm whether CMTU continues to conduct labor inspections. Overall, the level of monitoring and enforcement does not appear to be sufficient to deter the widespread occurrence of child labor in Mongolia.

In Ulaanbaatar, where a third of Mongolians reside, the Mayor's office coordinates the Subnational Action Group to implement the Subnational Action Plan in partnership with law enforcement as well as municipal and social agencies and employers.(6, 16) This Subnational Action Group primarily works as a coordination mechanism between agencies, monitors children engaged in or at risk of child labor, and collects and shares information on child labor.(6, 16)

In 2011, a Children's Unit was created at the National Police Agency to coordinate children's issues with police nationwide.(6) Information is not available on the role of this new Unit in regards to child laborers or child victims of trafficking or commercial sexual exploitation. The Metropolitan and province-level police departments each also have a Children's Department to address child labor issues.(6) In Ulaanbaatar, the district police offices were provided with funding from the Mayor's office to support child units which address child labor, among other child-related issues.(6) In 2011, police officers referred child laborers and out-of-school youth to social services, including vocational training programs and NGO social services.(6)

MOSWL is responsible for the National Council for Coordinating the Implementation of the National Program for Preventing and Protecting Children and Women from Trafficking or Sexual Exploitation, in collaboration with

other ministries, law enforcement agencies and civil society organizations.(3, 6, 16)

The State Investigations Department Special Police Unit to Combat Trafficking is responsible for enforcing criminal laws including child trafficking, forced child labor and commercial sexual exploitation of children.(6) In 2011, the police conducted 43 investigations targeting child victims of commercial sexual exploitation or hazardous work in hotels, massage parlors, bars and night clubs. The investigations uncovered two sexually exploited children who were referred to the NAC for assistance.(6) Information was not available regarding the prosecution and conviction of the perpetrators in these cases. Some child victims of trafficking or commercial sexual exploitation were prosecuted for crimes committed as a direct result of their victimization.(6, 16, 19, 26)

Government Policies on the Worst Forms of Child Labor

The National Program for the Elimination of the Worst Forms of Child Labor 2011–2016 was approved in October and designed to be a continuation of the USDOL-funded ILO-IPEC project which ended in 2010.(6) The Program was designed through consultation with local officials and NGOs and was submitted by the MOSWL for final approval and endorsed by the other relevant ministries.(6, 27) The Program is implemented through a National Action Plan which identifies specific actions to combat child labor through 2016; it defines the responsibilities of the Ministries of Social Welfare and Labor, of Justice, of Education, and of Agriculture, as well as GASI, the National Police Agency, the CMTU and local governors.(6) The National Program is coordinated by the NAC, which operates at the national and provincial levels.(6) A seminar was conducted in December for NAC officials who will be responsible for implementing the National Program.(6) Information is not yet available regarding whether funding has been made available to implement the National Action Plan.

The 2006 National Plan of Action on Commercial Sexual Exploitation and Trafficking of Children and Women was extended through 2012. The Plan addresses trafficking in persons and commercial sexual exploitation, particularly for women and children.(3, 10)

The Program on Development of Small-Scale Mining, 2008–2015, also addresses child labor with provisions for providing children with informal or distance education.(3) The State Policy on Herders clarifies the conditions and criteria for engaging children in herding to eliminate the worst forms of child labor in that sector.(28)

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The 2008 National Development Strategy calls for improvement in education, health, social welfare and labor policies through 2020.(3, 27) Child labor does not appear to be directly addressed in the strategy, although a number of objectives apply to the education and livelihoods of vulnerable children.

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

In 2011, the Government conducted a number of activities to address child labor. The NAC reports that it assisted 542 child laborers in rural areas during the reporting period, though details on the assistance to the children were not available.(6) The MOSWL, with the ILO, conducted training for police officers on child labor.(6)

The National Statistics Office, with support from a USDOL-funded ILO project, conducted a national labor force survey that included a module on child labor, which the Government plans to conduct every 4 years. Results are anticipated to be published in 2012.(6, 27)

Through the comprehensive Subnational Action Plan in Ulaanbaatar, social workers are trained to monitor and provide services to eliminate the worst forms of child labor, including livelihood support to households of child laborers, on the condition that the children attend school.(6, 16) The activities under the Subnational Action Plan are limited in scope and geographical coverage.

The Ulaanbaatar Mayor's office provides resources for five centers for child laborers in the city and provided funding to local NGOs to combat child labor.(6) Working with the

National Network Against the Worst Forms of Child Labor, a district office in Ulaanbaatar established and funded a center for child laborers at the large Kharkhorin Market. Instead of working, children at the market can participate in informal education activities at the center.(6)

The Government participates in the USDOL-funded Global Action Project, implemented by ILO-IPEC. The Project is implemented around the world, and activities in Mongolia include support to develop and implement the National Action Plan for child labor.(29) The Government also participated in a short-term \$4,000 program funded by the Canadian Foundation to remove children from hazardous labor at the Naran garbage dump.(6)

The Government provides limited social protection programs to vulnerable households. The Human Development Fund, created in 2009 and administered by the Ministry of Finance, distributes national profit from mineral resources through funding for health insurance, pensions, education tuition, and direct unconditional cash transfers.(6, 30-33)

The Government also provides a school lunch program for low-income students to encourage attendance, particularly at the secondary level.(6)

The Government participates in a wide range of development programs funded by agencies such as USAID, World Bank, EU, Asian Development Bank, IMF, UNICEF and UNDP. The programs focus on issues including rural education, Education for All, vocational training, child rights, social protection policies, livestock-based livelihoods, water and sanitation, disaster preparedness and HIV/AIDS.(34-40)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Include amendments in the draft revision of the Labor Law to provide protections to all children, particularly those working in unregistered or family businesses, or without a labor contract.	2009, 2010, 2011
	Amend the List of Jobs Prohibited to Minors to specify that the list applies to all children in hazardous sectors and applies to any type of employer.	2010, 2011
	Ensure consistency in the interpretation of laws on human trafficking, forced labor and commercial sexual exploitation.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Create mechanisms to protect children employed by unregistered businesses, family businesses and the informal sector.	2010, 2011
	Increase the number of inspections for child labor compliance and impose penalties for child labor violations.	2009, 2010, 2011
	Increase the number of convictions for violations of child labor laws, including instances of child trafficking, forced child labor and commercial sexual exploitation of children; and impose penalties appropriate for the crime, in accordance with the law.	2011
	Ensure consistency in the application of laws on human trafficking, forced labor and commercial sexual exploitation. Ensure that victims are not mistakenly arrested or detained.	2010, 2011
Policies	Allocate resources to implement the National Program for the Elimination of the Worst Forms of Child Labor 2011-2016.	2011
	Assess the impact that existing policies may have on addressing child labor.	2011
Social Programs	Build on the achievements and apply best practices of the Subnational Action Plan in Ulaanbaatar to all city districts and to other Subnational jurisdictions.	2010, 2011
	Collect and compile data on the trafficking and commercial sexual exploitation of children.	2011
	Expand access to education, especially for children in rural areas.	2011
	Provide protection and direct assistance to child victims of human trafficking, forced labor and commercial sexual exploitation.	2009, 2010, 2011

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In 2011, Montenegro made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government adopted amendments that strengthen legal protections against trafficking, such as creating a national mechanism for the compensation of victims of violent crimes. In addition, the Government, with assistance from UNICEF and UNDP, developed and adopted Action Plans for the Country Program 2012 -2016, which aims to address disparities and gaps in access to quality social services for children and families, among other efforts. Despite these efforts, gaps remain in the areas of laws, policies and programs. The Criminal Code lacks protections against the use, procurement or offering of children ages 14 to 18 for the production of pornography or pornographic performances. Although the Government continued to implement the National Strategy for Improvement of Roma Position in Montenegro 2008-2012, it allocated only \$428,000 of the \$2,857,000 that was pledged under the National Strategy for the reporting period. In addition, there are no programs that specifically address the problem of children performing work on the streets and children involved in forced begging. Further, results of research on child beggars' vulnerability to child trafficking have not been made publicly available. The worst forms of child labor continue to exist in Montenegro in forced begging and informal work on the streets, which mostly involves Roma children.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	12.9
Attending School	5-14 yrs.	87.7
Combining Work and School	7-14 yrs.	14.4
Primary Completion Rate		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Montenegro engage in the worst forms of child labor in forced begging and informal work on the streets, which mostly involves Roma children. This type of work includes washing car windows, sorting through rubbish and selling small



goods.(3, 4) Children working on the streets may be exposed to severe weather, harsh working conditions, dangerous machines and tools, traffic accidents and criminal elements.(5)

Although evidence is limited, young children reportedly work in agriculture, mostly to assist their families.(3) This work may involve using potentially dangerous machinery and tools, carrying heavy loads and applying toxic pesticides.(6)

Montenegro is a source, destination and transit country for children trafficked for forced labor and commercial sexual exploitation. Children are trafficked internally, and externally from and to other Balkan countries.(7)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Law of 2008 establishes the minimum age for work at 15 and the minimum age for hazardous work at 18.(8, 9) Article 104 of the Labor Law prohibits hard physical labor and underground or underwater work, as well as any other activities that may have harmful impact or increase the risk to a child's good health and life. The Labor Law also prescribes that it is unlawful to perform overtime work and night work.(8, 9) However, there is no comprehensive list of hazardous tasks or occupations that are prohibited to children.

The Constitution calls for special protections for children against psychological, physical and economic harm, and all other kinds of exploitation or abuse. Article 63 of the Constitution explicitly bans forced labor.(10) Article 446 of the Criminal Code prosecutes any act that submits another person

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into slavery and transports enslaved persons by imprisonment, and for a term of 1 to 10 years. If the offense involves a minor, the offender receives a harsher punishment of imprisonment for a term of 5 to 15 years.(11)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Articles 209 and 210 of the Criminal Code prohibit the enabling or procurement of a child for sexual acts and the recruitment, sale, and incitement of persons for the purposes of prostitution. The Criminal Code stipulates greater penalties for those who perpetrate this act against children.(11) Article 444 of the Criminal Code explicitly bans trafficking of minors for the purposes of labor, commercial sexual exploitation, forced prostitution, forced begging and pornography.(11) Article 211 of the Criminal Code prohibits using, procuring or offering a child for the production of pornography or pornographic performances. However, that particular article applies only to children that have not reached the age of 14.(11, 12)

The Law on Labor Inspection empowers labor inspectors to suspend or shut down employers who commit gross violations of the labor laws.(13) A recent amendment to the Labor Law authorizes labor inspectors to issue monetary penalties for violation of labor provisions, including the employment of minors.(8)

On March 1, 2011 the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse, which the Government had ratified in 2010, became effective.(2)

The Government adopted several laws and amendments to existing criminal codes that relate to the legislation on trafficking during the reporting period. These include the Law on Juvenile Justice that aims to improve the treatment of juvenile offenders, and provides for adequate treatment to underage victims of crime. This action emerged from a need for a separate justice system and creating a more protective environment for juveniles.(14,15)

In addition, a law of free legal aid that was adopted in 2011 and took effect on January 1, 2012 applies to all citizens that include foreigners with permanent residence and persons with approved temporary residence. The Government adopted Amendments to the Law on Foreigners that permits foreign nationals, including minors, to temporarily stay in Montenegro for humanitarian reasons.(15) Furthermore, the Government ratified the European Convention on the Compensation of Victims for Violent Crimes, and adopted a law to establish a national mechanism for the compensation of victims of violent crimes on December 29, 2011.(15)

Article 75 of the Constitution stipulates that education is free and compulsory for children until age 15.(10, 16) The Government does not require mandatory military service and the minimum age for voluntary recruitment is 18.(17)

Institutional Mechanisms for Coordination and Enforcement

The Council for Children's Rights is the main body for coordinating and implementing the national plan to protect children's rights.(3, 18) The Council for Children's Rights consists of the President of the Council, the Minister of Labor and Social Welfare, and other relevant ministries, agencies and NGOs.(4).

The Labor Inspectorate within the Ministry of Labor and Social Welfare is responsible for enforcing child labor laws.(18) It employs 35 inspectors who are responsible for monitoring conditions in workplaces throughout the country.(4) For the purpose of conducting inspections, the Ministry regularly provides the Labor Inspectorate with an updated registry of companies, enterprises and legal entities that are subject to taxation.(18) In 2011, labor inspections found no violations of child labor in the formal sector.(4)

In 2011, the Government implemented awareness-raising campaigns and training sessions for a range of professionals on how to better identify victims of human trafficking.(4, 7, 15) During the reporting period, the Government did not provide any child labor related training because it was not considered a problem.(4)

The Office of the National Anti-Trafficking Coordinator is the major entity responsible for overseeing efforts to combat human trafficking, including the trafficking of children. It regularly reports on the progress being made concerning these issues.(15, 18) However, no evidence was found of a coordinating mechanism to combat other worst forms of child labor.

The government agencies involved in enforcing anti-trafficking laws include the Chief State Prosecutor, Montenegrin courts, the Ministry of Internal Affairs and the Police Directorate, as well as the Ministries of Health, of Justice, of Labor and Social Welfare, and of Education.(15) Anti-trafficking efforts within the Police Directorate are led by the organized crime department of the police.(15, 19) The Government has established a unified system for collecting data on law enforcement through the Office of the National Anti-Trafficking Coordinator. The Montenegrin courts, the Chief State Prosecutor and the Police Directorate contribute information to this database.(19) In addition, the authorities established a working group to observe the implementation of the national strategy for 2011-2016 to combat human trafficking in 2011.(7)

During the reporting period, the Government sentenced six persons to prison for trafficking charges and acquitted seven persons charged with trafficking. The Government identified three potential victims of human trafficking. Each victim was placed in a shelter and given necessary assistance, including legal and medical aid, counseling, and food and clothing items.(15)

In addition, as a result of operation “Beggar,” police charged 11 individuals with organizing the begging of children and removed 172 children from the streets.(15) There is little information available on what happened to children after they are removed from streets through operation “Beggar.”

Government Policies on the Worst Forms of Child Labor

The Government, with assistance from UNICEF and UNDP, developed and adopted the Action Plans for the Country Program 2012 -2016. The Program aims to address disparities and gaps in access to quality social services for children and families to conform to United Nations standards; harmonize the country’s legal framework with European Union and United Nations standards; implement and monitor policies relevant to child-focused governance and social inclusion; apply

the principles and standards of the Convention on the Rights of the Child by national and local authorities; and facilitate independent monitoring.(14, 20)

The strategies of the Government’s national action plan for the regional framework Decade of Roma Inclusion 2005-2015, and the National Strategy for the Improvement of Roma Position in Montenegro 2008-2012, were not fully implemented in 2011.(4) These policies aim to improve the living standards for the Roma and other minorities. The Government pledged to allocate 0.2 percent of its total budget each year to finance activities prescribed by the National Strategy in Montenegro.(19) For 2011, however, the Government allocated only \$428,000 of the \$2,857,000 that was pledged under the National Strategy.(18)

The Government continued to implement the Action Plan for the Implementation of the National Strategy on Anti-Trafficking, which was adopted in January 2010.(4)

The question if existing policies have had an impact on the worst forms of child labor remains unanswered due to the recent initiation of each of the policies.

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

The National Anti-Trafficking Coordinator’s Office continues to fully fund the shelter in Podgorica, an expense which accounted for \$52,224 in 2011. Each victim receives \$8 per day at the shelter.(15)

The Government also sponsors public awareness campaigns and education initiatives for the Roma population, as well as general public awareness campaigns, public service announcements and conferences on human trafficking. For example, the Government launched a campaign against child begging, “Let’s Teach Them Something New,” to suggest that no money should be given from the general public to children begging in the streets.(15) Despite this awareness-raising effort and the trafficking victims shelter in the capital city, there is no evidence of other services for children involved in the worst forms of child labor in street work and forced begging.

In addition, in May 2011 the National Anti-Trafficking Coordinator’s Office and Ombudsman’s Office conducted a study on the vulnerability of children begging in the streets to human trafficking.(15) According to the study, there were 330 child beggars on the street. However, some observers indicate that the number might be underreported.(4)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend article 211 of the Criminal Code to ensure that children up to age 18 are protected from the use, procurement or offering of a child for the production of pornography or pornographic performances.	2011
	Enact a list of hazardous activities and occupations that are prohibited for minors.	2009, 2010, 2011
Coordination and Enforcement	Ensure that children removed from the streets through operation "Beggar" are not placed in the position to re-enter into begging.	2011
Social Programs	Provide adequate funding for the social programs under the Decade of Roma Inclusion 2005-2015 and the National Strategy for the Improvement of Roma Position in Montenegro 2008-2012.	2010, 2011
	Make survey results and data related to Roma children and other children involved in worst forms of child labor publically available.	2011

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In 2011, Morocco made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government ratified the UN Palermo Protocol on Trafficking in Persons, provided training on child labor to enforcement officials and conducted a study on child domestic workers in Casablanca. However, the latest draft bill to protect domestic servants and a separate draft bill to prohibit child labor in traditional artisan or handicraft sectors have not been adopted. Children in Morocco continue to engage in the worst forms of child labor, particularly in dangerous forms of agriculture and domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	4.5 (150,178)
Attending School	5-14 yrs.	82.9
Combining Work and School	7-14 yrs.	0.7
Primary Completion Rate		84.7

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from EPSF Survey, 2003.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Morocco are engaged in the worst forms of child labor, primarily in dangerous agricultural activities and domestic service. Results from a 2011 study by the Moroccan High Commission for Planning indicate a decline in the incidence of child labor.(3, 4) The results of this study were not available in time for analysis for this report and are not reflected in the table above. However, children continue to work, especially in dangerous forms of agriculture.(3-6) Activities in agriculture may include using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(5)

Young girls are sent to work as live-in domestic servants, often before they reach age 10.(3, 5, 8-10) Parents sell their daughters or receive payment of wages in exchange for their daughters' service.(6, 7) These *petites bonnes* (little maids) often face conditions of involuntary servitude, including long hours without breaks; physical, verbal and sexual abuse; withheld wages and even restrictions on their movement.(3, 6, 8, 9) Frequently, they are sent from rural villages to more urban areas, and find it difficult to make their way home.(9) Most



petites bonnes are denied an education, and illiteracy rates are high among this population.(6, 10)

Children also work in automobile repair, carpentry and construction, where they may use dangerous tools and equipment and face exposure to chemicals, dust and high levels of noise.(11-13) Children may also work in cutting trees, tanning hides and fishing.(4, 11, 12, 14, 15) Fishing exposes children to risks such as drowning.(16) Children reportedly work with artisans, in producing handicrafts, textiles and carpets.(3-5) They are sometimes sent to be artisan apprentices before reaching age 12.(7) Some boys are subject to involuntary servitude, as apprentices for mechanics and artisans and in the construction industry.(9)

Street children are an ongoing concern; however, there is limited information available on the current scale of the problem. Children on the street engage in diverse forms of work, including selling cigarettes, begging, shining shoes, washing cars and working as porters and packers in ports.(14, 17) Children working on the streets are vulnerable to traffic accidents and crime.(18)

Some children are subject to commercial sexual exploitation.(8, 9) Child prostitution has been reported principally in the cities of Azrou, Beni Mellal and Mèknes, but also in Tangier, Agadir, Marrakech, Rabat and Casablanca.(19) Former child domestic servants are especially likely to engage in prostitution, as they frequently end up on the streets once they escape their domestic employer.(20, 21) Boys and girls are exploited for sex tourism, especially in Tangiers, Agadir, Marrakech and El Hajeb, which are popular tourist sites that attract customers from the Persian Gulf and Europe.(8, 19, 22) Children are also trafficked to countries in the Middle East and Europe for forced labor, commercial sexual exploitation and other illicit activities.(9)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code of 2004 establishes the minimum age for employment at 15 and limits the time of night that children under age 16 can work.(23) However, the Labor Code makes exceptions for children under age 16 to work beyond nighttime hourly restrictions in seasonal or time-sensitive agricultural activities.(23)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	16
	Free Public Education	Yes

The Labor Code does not apply to those who are self-employed, or to those who work in private residences, in traditional artisan or handicraft sectors for businesses with less than five employees. Therefore, it does not apply to domestic workers.(8, 12, 23, 24)

The Labor Code prohibits some hazardous activities for children under age 18, such as work in underground mines. Decree No. 2.10.183 refines and expands the list of hazardous activities prohibited to children under age 18 to better protect minors from dangerous activities.(12, 23, 25) The list addresses some work in agriculture, including hazards such as the use of pesticides and sharp blades. Working in tanneries and slaughtering animals is also prohibited.(25)

Multiple iterations of bills have been drafted to provide protections to domestic workers since the 2004 Labor Law was approved; however, legislation has not yet been enacted, which leaves children in domestic service without basic protections.(26) In October, a new draft bill on domestic service was approved by the Council of Government; however,

it is being revised to conform to the new Constitution before being submitted to Parliament for approval.(3, 12, 27)

If passed, this bill would set the minimum age for domestic service at 15, outline the conditions of work, and establish monitoring mechanisms and penalties for violations.(12, 28) The bill also includes a provision for a list of hazardous activities prohibited to domestic servants under age 18.(12, 13, 28)

In May 2011, a draft bill to clarify Article 4 of the Labor Code regarding child labor in traditional artisan or handicraft activities was submitted to the Secretary General of the Government of Morocco for approval; it remains under review. The draft bill would apply the minimum age in the Labor Code to traditional activities, prohibiting work for children under age 15; it would also regulate apprenticeships in the sector.(12)

Forced or compulsory child labor is prohibited in the Labor Code and Penal Code.(23, 28, 29)

The commercial sexual exploitation of children, including pornography and prostitution, is also prohibited under the Penal Code.(29) The Penal Code specifically forbids sex tourism.(22, 29)

Morocco does not have a specific trafficking in persons law, but child trafficking can be prosecuted using articles from the Penal Code and the Immigration Law.(9, 29, 30) In April 2011, the Government ratified the UN Palermo Protocol on Trafficking in Persons.(3)

Education is free and compulsory for children ages 6 until the age of 16.(3, 31)

The minimum age for voluntary military recruitment is 18, and there is no military conscription.(32)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Social Development, Family and Solidarity (MOSDFS) coordinates child labor efforts and oversees the National Plan of Action for Children (PANE), which addresses child labor, in cooperation with other ministries.(3, 12)

The Ministry of Employment and Professional Training (MOEPT) enforces the Labor Code and implements child labor laws.(3) The MOEPT Director of Work heads the Child Labor Task Force to coordinate this effort.(3, 14)

The MOEPT employed 463 general labor inspectors nationwide in 2011, all of whom have received training on child labor issues.(3) One inspector in 43 of the 51

inspectorate offices concentrates on children's issues and receives up to 14 weeks of specialized training on child labor.(3, 27) In 2011, MOEPT provided specialized training on child labor to these 43 child focal point officers and to 50 new labor inspectors.(3, 12) In 2011, labor inspectors investigated 383 enterprises for child labor issues; 9 fines were imposed for violations and 119 children under age 15 were found working.(12, 27) Information is not available regarding the specific penalties imposed on these employers in violation of child labor laws.

The Ministry of the Interior (MOI) is responsible for enforcing the Penal Code's prohibitions on prostitution and trafficking.(3, 14) There are 3,171 Judicial Police Officers responsible for Minors.(3) In addition, the Ministry of Justice (MOJ) prosecutes criminal offenses, such as commercial sexual exploitation of children and child trafficking.(3) Law enforcement and judicial officials received training on trafficking issues.(9) The National Observatory for Children's Rights operates a toll-free telephone number available for children who have been victims of violence, including sexual exploitation.(28)

According to the most recent available statistics from the MOJ, in 2011 there were 38 cases of child exploitation in begging, 10 cases of child exploitation in drug trafficking, 55 cases of prostitution of a minor and 11 cases of pimping of a minor.(27) A Moroccan woman was arrested for involuntary manslaughter in the beating death of her underage maid in July 2011.(33)

Government Policies on the Worst Forms of Child Labor

The Government of Morocco, led by the MOSDFS, is carrying out the broad PANE 2006-2015, which focuses on children's health, protection, participation and education.(3, 12, 14) PANE includes the issue of child labor and sexual exploitation of children, and calls for pilot programs focusing on street children and domestic child labor.(3, 13, 14) In May 2011, the MOSDFS held a conference to review PANE and begin developing the second phase of the policy.(3) In support of the PANE, the Government allocated a specific budget line-item for approximately \$180,000, to combat child labor annually from 2009 through 2011.(3, 12)

The issue of child labor has been mainstreamed into government policies and programs, such as the King's National Initiative for Human Development (NIHD), Second Phase, 2011-2015. The NIHD serves as a framework to reduce poverty through improved education and health facilities,

access to electricity and drinking water, attention to the needs of girls and women, and income and employment initiatives, such as microfinance.(3, 14, 34, 35) Reducing child labor, with particular attention to street children, is one of the goals of the NIHD initiative.(3, 36)

Many students, especially girls, do not have access to schools, despite the fact that education is compulsory for 9 years.(5, 38, 39) Middle and secondary schools are particularly scarce in rural areas.(3) To address the issues of education access and quality, the Government is implementing the Emergency Plan (2009-2012) for education reform.(13, 37) This Plan includes the creation of 6,800 new classrooms to accommodate 330,000 additional students, as well as increased school access for rural students including scholarships, transportation and dormitories.(13) Intermediate results indicate that the Plan has improved enrollment and completion rates; however, with a 64 percent secondary school completion rate in 2010, universal education has not yet been attained.(38) The direct impact this policy may have on child labor does not appear to have been assessed.

In June 2011, the High Commission for Planning released the results of a labor force survey, which included some information on child labor that revealed a decline in the incidence of child labor from 1999 through 2010.(3, 4, 12, 14) While these data will contribute to the knowledge base on child labor, information gaps remain in the understanding of child labor in Morocco. During the year, MOSDFS conducted a study on *petites bonnes* in Casablanca, to follow up on a preliminary study in 2001.(13) The results of that study have not yet been released.

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

As part of the PANE, Inqad, a national pilot program implemented through MOSDFS with ILO-IPEC, was tasked with combating domestic child labor through judicial reform and cooperation with civil society.(6, 13, 14, 39) Inqad activities through 2010 included national awareness-raising campaigns on the exploitation risks for domestic servants; however, information on activities in 2011 is not available.(6, 13, 14, 39) MOSDFS also piloted the INDIMAJ Program, as set forth in the PANE, to provide services to street children.(40)

Through the PANE, the Government allocated \$180,000 to fund anti-child labor programs implemented by local NGOs in 2011.(3, 12) Research did not identify either the scale or the results of these programs, or whether they addressed child labor in agriculture or other sectors where it is known to occur.

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The Government of Morocco is participating in an UNDP-funded multi-sector program targeting women and girls against gender-based violence and abuse, including trafficking, that is being implemented in partnership with the ILO-IPEC from 2008 through 2012.(41, 42) In 2011, the Government began participating in a new regional ILO program combating child domestic labor, funded through 2014 by the Government of France.(42)

Livelihood projects implemented under NIHD have resulted in improved employment, housing and access to education and medical services for Moroccans.(34, 43) Programs aimed at increasing school enrollment and reducing dropout rates include the Tayssir Program, focused on primary school reform and reducing dropout rates, and the Iqtane Program, focused on secondary schools.(11, 12, 44) Limited information is available regarding these programs in 2011; specific

interventions and results are not known. The direct impact these projects may have had on the worst forms of child labor does not appear to have been assessed.

In November, the Government began cooperation with UNICEF on a new \$32 million program through 2016 focusing on providing education for vulnerable children, health services for mothers and socio-economic development.(3)

The National Observatory for the Rights of the Child, along with MOSDFS and the Ministry of Health, operate 75 centers to provide services to child victims of violence, abuse or neglect. In 2011, the centers assisted victims in 520 cases of sexual abuse and neglect. These data are not disaggregated to indicate the number of those children who were victims of commercial sexual exploitation or of the worst forms of child labor.(3) There were no reported programs to raise awareness of child prostitution and sex trafficking.(9)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend legislation to restrict nighttime work hours of children in seasonal or time-sensitive agricultural activities.	2009, 2010, 2011
	Approve legislation to protect domestic workers from hazardous work and to prevent children under the legal working age from domestic servitude. Also approve legislation to prohibit children under the legal working age from employment in traditional sectors and to regulate apprenticeships in traditional sectors.	2009, 2010, 2011
Policies	Fully implement the Emergency Plan for educational reform to provide all children ages 6 to 15 access to education.	2010, 2011
	Assess the impact that existing educational reform policies may have on reducing child labor. Conduct further comprehensive research or surveys on the trends of child labor in Morocco.	2010, 2011
Social Programs	Building on the best practices of past and current projects, develop or expand programs addressing the worst forms of child labor to protect a greater number of affected children, with a special focus on children involved in domestic service, agriculture, and other sectors where children are known to work.	2009, 2010, 2011
	Implement programs to raise awareness of child prostitution and child trafficking.	2011
	Assess the impact that existing education and livelihoods programs may have on reducing child labor in the interest of disseminating results and expanding effective programs to further reduce the worst forms of child labor in Morocco.	2010, 2011

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In 2011, Mozambique made no advancement in efforts to eliminate the worst forms of child labor. The Government began preparing an Integrated Strategy to address the needs of children; however, the Strategy was not finalized. A number of gaps also remain in Mozambique's legal framework, such as the lack of a comprehensive list of hazardous labor prohibited to children and incomplete prohibitions on child prostitution. Current social protection programs focus on raising awareness and on street children, but fail to address dangerous work in agriculture and domestic service, work in which many children involved in the worst forms of child labor may be engaged.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	22.5 (1,526,559)
Attending School	5-14 yrs.	69.5
Combining Work and School	7-14 yrs.	22.4
Primary Completion Rate		60.6

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2008.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Mozambique are engaged in the worst forms of child labor, many of them in dangerous work in agriculture and domestic service.(3-6) According to a UNICEF report released during the reporting period, the largest number of children work in the Inhambane region.(7)

Children work in the production of tobacco. Children also labor in the forestry sector, as well as on farms and small plots known as *machambas*. Reportedly, some of these children produce cotton, cashews, copra (dried coconut meat), seaweed, tea and sugar.(3, 5, 8, 9) Children's work in agriculture involves long hours. Children working in these types of agriculture are often exposed to pesticides, carry heavy loads and work in extreme weather conditions.(10) A report in 2006 suggested that children often work with no pay.(5, 8) In addition, anecdotal evidence indicates that there are cases of in which children are lent out as laborers to pay off family debt.(11) Children perform domestic labor in third-party homes.(8, 12, 13) Some domestic servants work up to



15 hours per day and are subject to physical abuse, including burns.(3, 14)

Children in Mozambique herd livestock, hunt and work in the fishing industry.(3, 5, 12) Children working in fishing are susceptible to risks such as drowning.(15) They also work in mining and carpentry.(5) Children work on the streets—selling items, collecting scrap metal and begging.(4-6, 13) Children working on the streets may be exposed to multiple dangers including severe weather, vehicle accidents and crime.(16)

Some children in Mozambique are subject to debt bondage.(4, 17, 18) Children also work in restaurants and informal bars known as *barracas*.(12, 19) Girls, including some who are employed in *barracas*, also engage in prostitution. Boys working in the *barracas* are often hired to find sex workers in exchange for a fee.(5, 12, 13, 20-22) Child prostitution is especially prevalent in rural areas, border towns and in the regions of Maputo, Beira and Nacala.(4, 6, 22)

Mozambique is a source, destination and transit country for child trafficking.(9, 23) Children are trafficked internally, and to South Africa and Swaziland for commercial sexual

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exploitation and forced labor in agriculture, mines and domestic service. Girls from Zimbabwe, Zambia and Malawi are trafficked to Mozambique for commercial sexual exploitation and forced domestic service.(4-6, 23-29)

Access to quality education is a critical component in preventing the economic exploitation of children.(4, 30) Access to education in Mozambique is limited because of teacher shortages, indirect schooling costs and a lack of schools and sanitation facilities.(4, 9, 17, 21, 31, 32) The Government of Mozambique estimated in 2011 that nearly 200,000 school aged children were out of the school system.(33) Despite government efforts to register children, some children may not attend school because they do not have the birth records needed for enrollment.(34, 35) Even though the National Organization of Professors has a code of conduct, verbal, physical and sexual abuse is common in schools; it is also common for teachers to demand sex as a condition for advancement to the next grade. For many children, especially girls, this type of abuse leads to withdrawal from school.(4, 5, 9, 17, 32, 34) Additionally, there are an estimated 1.8 million orphaned children in Mozambique, many of whom lost their parents to HIV/AIDS.(18, 36, 37) The Government of Mozambique estimates that nearly 20,000 children are heads of households and are responsible for their younger siblings.(38) These children are particularly vulnerable to poor school attendance and to engaging in the worst forms of child labor.(4, 36)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Law establishes the minimum age for employment at 15 and the minimum age for hazardous work at 18. Article 3 of the Labor Law covers a number of special and non-commercial sectors, such as work in the home, domestic service and work in rural areas, among others, but only “insofar as it is suited to their particular nature and characteristics.”(39) The provision makes it unclear if the Ministry of Labor (MITRAB) has the authority to inspect in these non-commercial establishments. Although Article 259 of the Labor Law gives inspectors authority to enter any establishment, in practice, cases of labor violations are discovered through investigations rather than inspections.(11)

Children between ages 12 and 14 may work with the approval of the Ministries of Labor, Health and Education. These children are issued legal documents establishing the conditions under which they are allowed to work.(39) The Labor Law also restricts the conditions under which minors between ages 15 and 18 may work. Minors under age 18 are not permitted to

work in unhealthy, dangerous or physically taxing occupations and must undergo a medical examination.(39) The Child Protection Act prohibits children between ages 15 and 18 from working at night.(39, 40) The Labor Law does not specifically identify hazardous activities from which children are prohibited from or define the worst forms of child labor.(4, 18)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	12
	Free Public Education	Yes

The Constitution guarantees the right to education for all.(41) The Child Protection Act provides for progressively free and compulsory education through primary school.(40) However, evidence suggests this goal has not been met.(9, 32, 34) Primary school covers a period of 7 years and begins at age 6, making education compulsory until the age of 13.(17, 42) This standard makes children ages 13 to 14 vulnerable to the worst forms of child labor, as they are not required to be in school but are under the minimum age to work. Additionally, although the Child Protection Act was passed in 2008, the procedures and regulatory frameworks to put the law into practice have not yet been implemented.(9)

The Constitution prohibits forced labor.(41) The Law on Military Service sets the age for military conscription at age 18, which can be lowered in times of war.(43) Act 3/97 prohibits the use of children in the transport and sale of illegal drugs.(18)

While the Child Protection Act does not provide protection from the sexual exploitation of children, the Act requires the Government to adopt legislation protecting children from all forms of sexual exploitation. However, legislation has not yet been adopted to meet this requirement.(4, 40)

Although child prostitution is not illegal under the Penal Code, the Code does provide penalties for rape and corruption of the morals of a minor.(44, 45) Children are protected from exposure to pornography, however, it is not explicitly prohibited to use, procure or offer children under age 18 for the production of pornography or pornographic purposes.(4, 40)

The Penal Code only prohibits the trafficking of persons out of the country for sexual exploitation. The Trafficking in Persons Law, however, covers some trafficking-related gaps in the Penal Code, and police have enforced anti-trafficking laws found in the Trafficking in Persons Law. Despite the lack of implementing regulations, there were police and prosecutorial enforcement actions, prosecutions, and convictions in 2011.(8, 11, 34, 46-48) However, information on TIP cases did not identify the number of cases involving children.(11, 21, 35) Implementing regulations would also clarify the roles and responsibilities of the ministries involved in anti-trafficking efforts.(48)

The Government is in the process of revising the Penal Code and provisions to protect children from all forms of trafficking are expected to be included.(4, 18, 47) The Trafficking in Persons Law forbids trafficking for forced labor as well as many other forms of trafficking, and enforcement actions are undertaken under the law, including prosecutions and convictions.(11)

Institutional Mechanisms for Coordination and Enforcement

The Government of Mozambique does not have a specific mechanism to coordinate policies on the worst forms of child labor; however, it uses the National Council on the Rights of the Child (CNAC), an interagency commission led by the Ministry of Women and Social Action (MIMAS), to coordinate efforts to promote the welfare of children. The Council is comprised of religious and civil society representatives and the Ministries of Labor, Justice, Education, Health, Interior and Youth and Sports.(3, 4, 8, 34, 49)

The MITRAB is responsible for the enforcement of hazardous child labor laws in an operating environment that is accepting of child labor frequently because of poverty or the death of parents due to HIV-AIDS.(3, 8, 50) Within the MITRAB, the Labor Inspection Office employs 130 labor inspectors who primarily inspect commercial establishments.(3, 8) Reportedly, this office routinely lacks vehicles to conduct inspections.(3, 8). Information was not found on the type of inspections nor what kind of labor law violations were detected.(51) There is no mechanism in place for the public to report labor law violations.(3)

The National Police Force, the Criminal Investigation Branch (PIC) and the Labor Inspectorate General share responsibilities for the enforcement of all criminal laws, including forced child labor, child trafficking, the commercial sexual exploitation of children and the use of children for illicit activities.(3) The Government of Mozambique has special gender-sensitive police units.(3) In addition, the PIC has a seven-person unit devoted to anti-trafficking. Further, there is a system in place for reporting instances of the sexual exploitation of children.(3, 4, 8, 24, 49) A telephone hotline Speak Child-116 was established in 2009 to report cases of child abuse and exploitation.(52) The Government also maintains approximately 252 help desks where trafficking victims can go to police stations and file complaints and receive assistance.(24, 47, 53) However, evidence suggests the Government lacks procedures to identify victims of child trafficking as well as services for child victims of commercial sexual exploitation.(4, 21, 54) Despite these efforts, the Ministries of Justice and Interior, including the police, reportedly have insufficient financial and human resources to improve their effectiveness in enforcing laws pertaining to children.(34, 51)

In 2011, the Government of Mozambique compiled data on trafficking cases which included seven cases pending from 2010, 15 new investigations of Trafficking in Persons cases, 11 new prosecutions, seven convictions, one acquittal and 16 cases carried over into 2012.(55)

Government Policies on the Worst Forms of Child Labor

The National Action Plan for Children (2006-2011), implemented by CNAC, prioritizes basic education and social protection for children and takes measures to prevent child labor, prostitution and trafficking.(4, 34, 54) In addition, the National Plan of Action for Orphans and Vulnerable Children (OVC) (2006-2010) addresses the impact of HIV on children.(9, 34) Although CNAC is mandated to implement the National Action Plan for Children and the National Action Plan for OVC, implementation was hindered by the limited resources available.(21, 54) During the reporting period, the Government of Mozambique began to prepare the Integrated Strategy to address children's needs, from birth to primary school. This Integrated Strategy would replace the National Action Plan for Children.(38, 56) However, the strategy has not been finalized or implemented.

In March 2011, Mozambique and other members of the Community of Portuguese-Speaking Countries (CPLP) approved four target areas to focus efforts to combat child

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labor. They include the exchange of information and experiences, awareness-raising campaigns, use of statistical methodologies to collect child labor data and technical cooperation and training.(57, 58)

During the reporting period, the Government continued to support and participate in several programs that include components to combat child labor in Mozambique. The National Action Plan on Birth Registration aims to clear away a backlog of birth registrations and to strengthen and decentralize the birth registration system nationwide.(9, 36) The Strategic Plan for Education and Culture (2006-2010/2011) aims to ensure primary education is free and compulsory through higher primary school (grades six and seven) and to improve post-primary education.(8, 33, 41) The Plan also proposes to increase access to education for female students, support the construction of new schools and encourage the training and recruitment of teachers.(33) The Employment and Professional Training Strategy (2006-2015) aims to raise awareness of, and disseminate information on, labor laws, including the laws pertaining to the worst forms of child labor.(31, 49)

In 2009, the Government adopted the Strategic Plan of Action on Combating Trafficking in Persons, especially Women and Children in the Southern African Development Community (SADC).(9, 49) The Government and civil society representatives also form part of the Southern African regional network against trafficking and abuse of minors (SANTAC). (29) Mozambique also signed the Community CPLP Declaration against child labor, which calls for a CPLP plan of action and aims to eliminate the worst forms of child labor by 2016.(59) Research was unable to determine whether the Government continued to support these efforts.

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

During the reporting period, the Government of Mozambique made efforts to combat the worst forms of child labor. It continued partnerships with NGOs to provide anti-trafficking seminars for new police officers throughout the country. Anti-trafficking training now forms part of the regular training

curriculum for new officers. The Mozambique's Center for Judicial Training included a session on trafficking in which was provided to 95 judges.(51) In 2011, the Government increased TIP prevention efforts by distributing posters and training local officials about legal remedies provided under the anti-trafficking law in the provinces of Sofala and Nampula.(51) Despite these efforts, the Government of Mozambique has devoted limited resources for assisting trafficking victims, including a lack of safe houses and no formal referral system.(4, 48, 51, 55)

During the reporting period, the Ministry of the Interior partnered with an NGO to deliver awareness training to police officers and local law enforcement officials on combating child abuse and exploitation. Another objective of the training was to inform local authorities on the international network of organizations that combat child abuse.(2)

The Government continued to partner with civil society organizations to provide a reintegration process for street children. The program provided shelters and schooling to prepare children for reintegration.(4) Minors, who are head of households, receive small amounts of cash from the Government until age 18. The cash disbursements amount is determined by household size.(51)

The Government continued to participate in a 2-year \$500,000 USDOL-funded project that assisted participating countries in developing a national action plan and promotes south-south cooperation between Lusophone-speaking countries for the purpose of eliminating worst forms of child labor.(60)

Government officials received training from UNICEF on the use of radio broadcasts to communicate to the public about issues of child abuse, including child labor.(3) The Government of Mozambique is also participating in a 10-year UNESCO Literacy Initiative.(18) The impact of this Literacy Initiative on child labor has yet to be assessed.

The Government is not currently involved in social programs to eliminate the worst forms of child labor in sectors where the majority of children work such as in agriculture and domestic service.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Law to identify hazardous activities from which children are prohibited and to define the worst forms of child labor.	2009, 2010, 2011
	Raise the age of compulsory education to be consistent with the minimum age for employment.	2009, 2010, 2011
	Ensure children under age 18 are prohibited from military conscription in all circumstances.	2010, 2011
	Amend both the Child Protection Act and the revised Penal Code to include protection for all children from all forms of sexual exploitation.	2010, 2011
	Adopt implementing regulations for the Trafficking in Persons Act and the Child Protection Act.	2009, 2010, 2011
	Amend the Child Protection Act so that provisions relating to child prostitution, child pornography, child trafficking and child sex-tourism are consistent with international legal standards.	2010, 2011
	Clarify whether MITRAB has the authority to conduct labor inspections in non-commercial establishments.	2011
Coordination and Enforcement	Create a mechanism to coordinate policy and efforts on the worst forms of child labor.	2010, 2011
	Allocate sufficient resources such as vehicles to MITRAB to conduct inspections.	2009, 2011
	Ensure the Labor Inspection Office targets sectors where children are known to work, including agriculture.	2009, 2010, 2011
	Create mechanisms to identify victims of child trafficking and commercial sexual exploitation.	2011
	Make information publicly available on the sectors in which inspections were carried out and sanctions imposed for child labor violations.	2009, 2010, 2011
Policies	Ensure the National Action Plan for Children and the National Action Plan for Orphans and Vulnerable Children have access to the resources necessary for implementation.	2010, 2011
	Take measures to ensure children have access to quality education and safety in schools.	2010, 2011
	Incorporate components to address the worst forms of child labor in the new Integrated Strategy to address children's needs	2011
	Assess the impact that existing education and other policies may have on addressing child labor.	2010, 2011
Social Programs	Develop social protection programs that assist children working in sectors such as agriculture and domestic service and provide adequate services, such as safe houses, for victims of the worst forms of child labor.	2010, 2011
	Assess the impact of the UNESCO literacy program on child labor.	2010, 2011

Mozambique

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Namibia

In 2011, Namibia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government increased inspections, including for child labor violations, in agriculture. It also augmented social programs to assist children, including school feeding programs. However, gaps remain in existing laws regarding child prostitution and the use of children for illicit activities. There are also gaps in resources for enforcement and in programs for the large proportion of children working in domestic service. Children are engaged in the worst forms of child labor in Namibia, primarily in and dangerous forms of agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		83.9

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Namibia, primarily in domestic service and dangerous forms of agriculture.(3-5) Children herd cattle, sheep and goats in Namibia, which puts them at risk of disease and injury.(6-9) Children's work in agriculture may involve unsafe activities such as using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(10) Children in Namibia also are engaged in fishing, where they are at risk of drowning.(5, 6, 10)

Children working as domestic servants work long hours for little to no pay, and are exposed to physical, psychological and sexual abuse.(11)

Children perform dangerous work in charcoal production in Namibia. In addition, they unload goods, including chemicals, for truck drivers.(6, 12-14) Children are also coerced by adults to commit crimes such as drug trafficking.(13-16)

Boys and girls as young as age 12 are engaged in prostitution. A variety of children, including street children, engage in



prostitution in the capital, coastal towns and along main transport routes.(13, 16-19)

Namibia is a source, destination and transit country for trafficked children. Children are trafficked within and to Namibia for many purposes, including domestic service, commercial sexual exploitation, agricultural labor, cattle herding and charcoal production.(6, 16, 17, 20-26)

Access to education is a critical component in preventing the economic exploitation of children. Access to schooling in Namibia is inhibited by indirect costs such as uniforms, books and boarding expenses.(27) Another factor affecting access to education in Namibia is the lack of birth registration.(27, 28) Unable to prove citizenship, many unregistered Namibian children lose access to school.(27, 28) The Government of Namibia has made notable efforts to make sure children are appropriately documented.

Laws and Regulations on the Worst Forms of Child Labor

The Labor Act sets the minimum age for work at 14, and the minimum age for some hazardous work at 16.(16, 29, 30) The Constitution sets the minimum age for hazardous work at 16, and prohibits children from employment that would interfere with their education or is likely to harm their physical health or mental, spiritual, moral, or social development. The Government also maintains a list of hazardous work prohibited to children.(30) The Labor Act specifically prohibits children under age 18 from working in any mine, industrial, or construction setting and from engaging in night work, unless authorized by the Minister of Labor.(4, 29, 31) However, the Minister of Labor can identify special tasks in which children

may enter hazardous work at age 16. Namibia's minimum age for hazardous work is unclear and appears to allow hazardous work during the day and outside of mining, industrial or construction settings to begin at age 16, which is under the age established by international standards. In addition, the Labor Act applies only to contractual work. As a result, the Act does not apply to children who are self-employed, or to children who do not receive payment for their work.(4, 19)

	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	14
	Minimum Age for Hazardous Work	16
	Compulsory Education Age	16
	Free Public Education	Yes

The Constitution prohibits the economic exploitation of children.(31)

The Constitution and the Labor Act prohibit slavery and forced labor, and they provide penalties for violators.(29) The Prevention of Organized Crime Act of 2004 prohibits and provides penalties for domestic and international trafficking in persons and for the recruitment, harboring, transportation, transfer and receipt of persons for the purposes of commercial sexual exploitation and forced labor.(20) In an effort to address the issues that Namibian children face, the Government, with civil society support, has drafted the Child Care and Protection Bill, which specifically addresses child trafficking. It has been approved by the Cabinet, but has yet to be adopted by the National Assembly.(32-35)

The Combating of Immoral Practices Act, as amended in 2000, and the Children's Act of 1960, prohibits parents, guardians or those holding custody of a child from offering the child for prostitution.(3) However, the law does not prohibit other persons from doing so.(3, 25, 36) Additionally,

the law does not prohibit the recruitment, use or sale of a child in prostitution or benefiting from the proceeds of child prostitution.(25, 36) The Child Care and Protection Bill, once adopted, however, will protect children in these areas.(31, 37)

Research found no evidence of a law penalizing adults for using children in illicit activities, such as drug trafficking.

Namibia does not have military conscription, and the Namibian Defense Force Personnel Policies set the minimum age for voluntary military service at age 18.(38)

The Constitution mandates free and compulsory education for all children, beginning at age 7 and until they have completed primary school or reached the age of 16, whichever is sooner.(16, 31, 37) Although free education is guaranteed in the Constitution, the Education Act of 2001 authorizes schools to establish funds for school development to be paid by parents.(16) School fees may impede access to education for vulnerable children.

Institutional Mechanisms for Coordination and Enforcement

In 2009, the Government established a tripartite (workers, employers and the Government) Participatory Advisory Committee on Child Labor (PACC) to share information on child labor and coordinate government responses to it. The PACC includes several government ministries, businesses, trade unions and international organizations; it is supposed to meet on a monthly basis.(4, 12) The Government also has an inter-ministerial group that coordinates its responses to trafficking issues. The group includes the police, the Office of the Prosecutor General and the Ministry of Gender Equality and Child Welfare (MGECW), the Ministry of Home Affairs and Immigration (MHAI) and the Ministry of Finance.(12)

The Ministry of Labor and Social Welfare (MLSW) is responsible for enforcing child labor laws and investigating allegations of child labor law violations, including those involving forced labor.(6) As in previous years, the MLSW Labor Inspectorate coordinated the enforcement of labor laws and worked with a variety of government agencies, including the Ministry of Safety and Security (police), regional councils, the Ministry of Education (MoE), the MGECW and the Central Intelligence Service, to carry out joint inspections.(4, 6) Although the Labor Act applies only to contractual work, inspections are reportedly carried out in all areas where work is performed, regardless of the presence of a contractual working arrangement.(16)

The Labor Inspectorate employed 40 labor inspectors. Although none of the labor inspectors were specialized in child labor, they all received training on the issue and were expected to inspect for child labor when conducting routine inspections.(4) Although the Labor Inspectorate's budget is unknown, the MLSW lacks the vehicles and personnel necessary to conduct frequent inspections.(6)

In 2011, the MLSW intensified labor investigations, which all included looking for child labor violations. Additionally, the MLSW led three investigations that specifically targeted alleged child labor violations by three organizations accused of compelling 40 European juveniles to perform agricultural labor.(17) During the time period when inspections were conducted, as many as 120 children from 78 farms in the Otjozondjupa Region were abandoned on the side of the road by farmers.(8) The Prime Minister's Office took the lead on pushing for the investigation of the case, but reached no conclusive results. Although the MLSW team recommends prosecuting the case in its final report, that was done during the reporting period. However, the Namibian Government helped the children return to their families and enroll in school.

The MGECW and the Namibian Police's Woman and Child Protection Unit play roles in protecting children from the worst forms of child labor, including trafficking and commercial sexual exploitation. The MGECW leads an inter-ministerial working group on trafficking in persons and is responsible for counseling. The Woman and Child Protection Unit is responsible for any criminal case involving women or children, including the worst forms of child labor.(12, 20) The Woman and Child Protection Unit employs 102 officers in 15 units around the country. The MGECW employs 62 social workers throughout the country to provide counseling and referral services to victims of trafficking; it has also established safe housing for survivors.(6, 12, 20) The MLSW led an inter-ministerial investigation team, which included the MGECW and the Woman and Child Protection Unit, on the European juvenile case mentioned above. However, no additional investigations or prosecutions for worst forms of child labor had occurred during the reporting period and there have been no child trafficking-related prosecutions or convictions as of the writing of this report.(4, 7)

Government Policies on the Worst Forms of Child Labor

The National Action Plan to Eliminate Child Labor in Namibia (2008-2012) contains a number of specific action steps to address cross-cutting child labor issues.(16) The Government of Namibia currently participates in a USDOL-

funded project that aims to support the implementation of this National Action Plan.(17, 39, 40) The National Development Plan (2007-2012) includes as its objectives to harmonize all laws and policies on child labor, to ensure that existing child labor laws are enforced and to expand the scope of inspections to include agriculture, domestic service and the informal economy.(12, 17, 19) Child labor concerns are also included in the National Policy on Orphans and Vulnerable Children (OVC), the National Gender Policy (1997), the Education for All National Plan (2001-2015), The Decent Work Country Program (2010-2014) and the Education and Training Sector Improvement Program (2006-2011).(3, 17, 36, 41-43)

In 2011, the Government of Namibia established as part of its poverty reduction efforts a 3-year job creation plan, called the Targeted Intervention Program for Employment and Economic Growth (TIPEEG). The impact of this policy on the worst forms of child labor is unknown.

A multi-stakeholder group led by the MGECW began drafting a national action plan on trafficking and gender-based violence. The plan was not completed during the reporting period.

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

The Government of Namibia maintains a comprehensive Government-funded social protection system that includes grants for orphans and children in foster care, as well as child maintenance grants for children whose parents have died, are on pension or are in prison.(17) Child welfare grants are administered by the MGECW. As of 2010, the program was servicing 114,000 child welfare beneficiaries.(17)

During the year, the MoE increased school feeding programs and carried out large-scale awareness-raising campaigns on the importance of enrolling children in school, regardless of whether school fees were paid. It also conducted door-to-door surveys in order to register out-of-school children.(17) The Ministry of Youth, National Service, Sport, and Culture implemented a skills training program for children who have never attended school; and the MGECW and the Ministry of Home Affairs and Immigration collaborated to provide birth certificates in support of children receiving welfare grants and gaining access to schools.(17)

The Government, in coordination with UNICEF, has opened 21 hospital-based birth registration facilities and 22 sub-regional offices in rural areas.(7, 27) The impact of the above programs on the worst forms of child labor is unknown. Conduct research on the impact of the grants, school feeding and birth registration efforts on the worst forms of child labor.

The Government runs a toll-free hotline, operated by the Namibian police, for reporting crimes, including child trafficking.(12) The Government also renovated five women and children centers to assist victims of sexual assault, gender-based violence, trafficking and the worst forms of child labor.(20, 27) In addition, Namibia runs three “one-stop-shops” for victim protection. These facilities provide lodging and medical and psychosocial care for victims.(7) The Government also provides subsidies and funding to NGOs that assist victims of trafficking.(7)

Namibia continued to participate in the 4-year, \$4.7 million, USDOL-funded regional project to support the implementation of national child labor action plans. The project has helped the Government of Namibia to

mainstream child labor issues into legislative and policy frameworks.(17, 39, 40) It also aims to withdraw and prevent children in South Africa, Botswana and Namibia from engaging in exploitative labor.(14, 17, 39) In Namibia, the project will withdraw and prevent 2,100 children from entering the worst forms of child labor, particularly those engaged in hazardous work in agriculture and those involved in commercial sexual exploitation, with a special focus on children affected by HIV/AIDS.(17)

While the Government implements programs to combat the worst forms of child labor, its efforts do not target sectors in which some children work, such as domestic service, and existing programs in agriculture do not appear to be sufficient to address the problem.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Ensure that the standard minimum age for hazardous work is 18.	2009, 2010, 2011
	Apply the Labor Act to children who are self-employed and those who do not receive payment for their work.	2011
	Seek swift passage of the revisions to the Child Care and Protection Bill to better address child trafficking and child prostitution	2009, 2010, 2011
	Establish a law penalizing adults for using children in illicit activities, such as drug trafficking.	2009, 2010, 2011
	Modify the Education Act to ensure all education is truly free, as mandated by the Constitution.	2010, 2011
Coordination and Enforcement	Provide appropriate levels of personnel and vehicles to the Labor Inspectorate to carry out regular enforcement.	2011
	Review the case of the alleged use of children for forced labor in agriculture to determine if it should be prosecuted.	2011
Policies	Research the impact of the Targeted Intervention Program for Employment and Economic Growth on child labor	2011
	Finish drafting and adopt the national action plan on trafficking and gender-based violence.	2010, 2011
Social Programs	Expand and improve programs to prevent children’s involvement in the worst forms of child labor, including by developing appropriate social protection programs for the withdrawal and prevention of children working in domestic service.	2009, 2010, 2011
	Assess the impact that existing programs may have on addressing child labor.	2011

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In 2011, Nepal made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government mapped the number of out-of-school children in the Terai region and is working to mainstream these children into school as part of the “Free and Compulsory” educational provisions. The Government also budgeted additional funds for education services, including for freed bonded laborers. However, not all funds promised were actually received. In addition, the lack of compulsory education and legal protections for children age 16 to 18 still leaves children vulnerable to the worst forms of child labor. Resources for enforcement are insufficient and data on enforcement is lacking. Children continue to engage in the worst forms of child labor in dangerous forms of agriculture and commercial sexual exploitation.

Statistics on Working Children and Education

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

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Distribution of the Worst Forms of Child Labor

Children in Nepal are engaged in the worst forms of child labor. More than three-quarters of child laborers work in agriculture, which may expose them to occupational safety risks including dangerous machinery and tools, heavy loads and harmful pesticides.(3-6) More girls than boys are subjected to exploitative labor, including commercial sexual exploitation and many children work under informal work arrangements.(3, 7)

Children also work in the production of bricks, spending long hours in dust-filled environments. They carry loads of bricks on their heads and suffer from back injuries.(8-10) Children are also found working in mining and stone breaking, exposing them to dangers such as falling off steep hillsides, working in unstable tunnels at risk of collapse and injuring eyes and hands while breaking rocks.(9, 11, 12) In the construction sector,



children operate heavy machinery and may face many dangers due to a lack of proper safety precautions.(9, 13, 14) Child rag pickers and recyclers in Nepal are exposed to sharp glass, metal objects and dangerous chemicals, additionally they work long hours in the early morning and late evening collecting items to recycle.(4, 12, 15)

Children endure unsafe conditions in the carpet sector, often inhaling harmful dust, using hazardous chemicals and working in cramped spaces. Their duties can include wool spinning, thread rolling, wool dyeing, carpet weaving, edge trimming and carpet washing. With the global economic crisis, demand for Nepali carpets has decreased and carpet factories have returned to using indentured child labor rather than adult labor to save money.(16, 17) Children are also subject to working long hours in poor lighting and cramped working conditions in embroidered textile production.(9, 18) Child porters carry heavy loads for long hours and are vulnerable to injuries.(10, 19) Children also work in domestic service, in shops and restaurants, in transportation and in the entertainment sector, being potentially exposed to dangerous machinery, mental or physical abuse and working long hours into the night.(9, 10, 14, 20-22)

Bonded labor is also prevalent in Nepal. There are two kinds of child bonded laborers in Nepal—*Kamaiyas*, who are born into a family legacy of bonded labor, and other bonded child laborers, who commonly come from large, landless families.(18, 23) As bonded laborers, children work in carpet weaving, domestic service, rock breaking, brick manufacturing and embroidery of textiles.(12, 13, 18, 23) Limited evidence also indicates that bonded child laborers can also be exploited as commercial sex workers.(23) Girls who are forced to work as household servants are sometimes sexually abused.(24, 25)

Nepali children are also vulnerable to being trafficked.(26) They are trafficked to India to work in the embroidery and garment industries, in circuses and in metal workshops. Some

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also work in domestic service or are forced to beg.(26, 27) Reportedly, children working as circus performers are regularly beaten, required to perform dangerous tricks and subjected to sexual abuse.(28) Nepal is also a source country for children trafficked to India and the Middle East for commercial sexual exploitation. Internal trafficking occurs for commercial sexual exploitation and indentured work as domestic servants or factory workers.(26, 29, 30) Some children are also trafficked to urban areas for forced begging.(26)

Although the Communist Party of Nepal—Maoist—released the last child soldiers in 2010, there is evidence that these children still have links with the Maoist army including monthly payments and shared housing. Some of the children have returned to the Maoist temporary barracks.(31) Children continue to perform illegal tasks for criminal organizations involved in violence in the Terai area.(32, 33)

Research indicates that access to education remains limited. The costs of teacher fees, books and uniforms are prohibitive for many families, and some children, often girls, are not sent to school.(7, 33) In addition, children with disabilities face barriers to education in some cases including denial of school admission.(34) In September 2011, a severe earthquake hit Nepal, destroying more than 200 schools and damaging hundreds more.(34)

Laws and Regulations on the Worst Forms of Child Labor

The Child Labor (Prohibition and Regulation) Act of 2000 establishes the minimum age for work at 14 and the minimum age for hazardous work at 16.(35) However, the Act does not cover non-traditional establishments in which many child laborers are found, including home-based enterprises and unregistered establishments in the informal and agricultural sectors.(3) The Government of Nepal also lacks a list of hazardous work.(4) Additionally, the minimum age for hazardous work is not consistent with international standards and fails to protect children ages 16 and 17 from work that could jeopardize their health and safety.

Nepali law also prohibits forced or compulsory labor. The *Kamaiya* Labor (Prohibition) Act of 2002 forbids keeping or employing any person as a bonded laborer and cancels any unpaid loans or bonds between creditors and *Kamaiya* laborers.(36) The Child Labor Prohibition Act of 2000 and the Children’s Act of 1991 also prohibit forced labor and practices similar to slavery.(4, 35, 37) The voluntary military recruitment age in Nepal is 18.(38)

	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	14
	Minimum Age for Hazardous Work	16
	Compulsory Education Age	No
	Free Public Education	Yes

The Government of Nepal has laws against trafficking and sexually exploiting children and involving children in illicit activities. The Trafficking in Person and Transportation Control Act prohibits trafficking in persons and prostitution and prescribes imprisonment for violations.(26, 39) Another law, the Children’s Act, punishes persons who use children younger than age 16 in immoral activities, including taking pornographic photographs.(37) This law also protects children younger than age 16 from involvement in “immoral professions” and in the sale, distribution or trafficking of alcohol and drugs.(37) However children ages 16 and 17 are not covered. These children may face criminal penalties if found in activities such as prostitution and the sale of drugs. Further, there is no prohibition against taking pornographic photographs of children ages 16 and 17.(36)

The Education Act of 1971 guarantees the right to free primary education for children between the ages of 6 and 12.(25, 40) However, the absence of compulsory education laws may put children at risk for engaging in child labor.

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee and a high-level inter-ministerial committee coordinate child labor eradication efforts. The National Steering Committee is headed by the Ministry of Labor and Transport Management (MoLTM) and comprises other government departments, NGOs, employers, trade unions and donors.(4, 5)

The National Human Rights Commission's Office of the National Rapporteur on Trafficking is responsible for monitoring the Government's response to trafficking and the effectiveness of its anti-trafficking policies.(4, 5)

MoLTM is the primary national agency responsible for enforcing child labor laws.(4, 5) In 2011, MoLTM's Department of Labor, which is responsible for the labor inspectorate, operated on a budget of approximately \$239,000.(4) MoLTM budgeted for 12 labor inspector positions nationwide, although some of these positions remained vacant. MoLTM officials report that this number of inspectors is inadequate.(4, 5) Inspectors are tasked with handling all labor code violations.(5) Labor inspectors received basic training for enforcement in the formal sector but some report that they had insufficient guidance or protocols to effectively address child labor issues.(4, 5) MoLTM does not maintain records on the number or types of labor inspections it conducts or the sanctions imposed. Therefore it is unclear whether child labor violations were found or any perpetrators were punished.(4)

At the local level, District Child Welfare Boards (DCWBs) have limited legal authority to enforce child labor laws and may issue civil fines.(13) These DCWBs are the entities that receive complaints of forced child labor violations. However, the Government of Nepal maintains no data on the number of cases reported.(13)

The Ministry of Land Reform and Management is responsible for enforcing laws that prohibit bonded labor in agriculture.(13) The Ministry of Law's Office of the Attorney General and the Ministry of Home Affairs are responsible for anti-trafficking enforcement.(5) The Nepali Police Force's Women and Children's Service Centers (WCSC) at the district level investigate crimes against women and children including trafficking.(4) However, in 2011, they employed only 56 investigators nationwide.(4) Law enforcement statistics on the number of trafficking and child trafficking cases for the year were unavailable as this information is not collected.(5)

The National Rapporteur on Trafficking and the Central Child Welfare Board are tasked with monitoring the enforcement of laws related to the commercial sexual exploitation of children at the national level.(4, 5) At the district level, Chief District Officers and Women Development Officers are responsible for enforcement.(5) Additionally, district-level Monitoring and Action Committees investigate reports of commercial sexual exploitation, including the exploitation of children.(9)

While border police respond when NGOs identify trafficking victims, the police inspector indicates that there are not enough resources for border guards to seek out offenders.(41)

Government Policies on the Worst Forms of Child Labor

MoLTM's National Master Plan on Child Labor 2004-2014, which is still in effect, called for eliminating the worst forms of child labor by 2009 and all forms of child labor by 2014.(42) The Government of Nepal is currently revising this plan; it has published preliminary results in its Draft National Master Plan on the Prevention and Elimination of Child Labor 2011-2020. The Draft National Plan adjusts the Government's timetable. Under this draft plan the goal is to eliminate the worst forms of child labor by 2016 and eliminate all forms of child labor by 2020.(4)

The Government's School Sector Reform Plan aims to expand access to education and to provide alternative schooling and non-formal education to vulnerable populations.(4) Out-of-school children (which include child laborers) are the primary beneficiaries identified in the plan.(43) In 2011, the Ministry of Education mapped the number of out of school children in the Terai and is working to mainstream these 189,000 children into school as part of the "Free and Compulsory" education provisions.(44) In 2011, the Ministry of Education also committed to raise the grade level to which textbooks would be supplied freely to students. Almost \$19,000 was earmarked to purchase textbooks for students through grade 10.(45) However, research indicates that overall financial resources for education are still inadequate.(34)

The National Planning Commission's 2007 Interim 3-Year Plan includes efforts against hazardous child labor through a social awareness and reintegration campaign. It expands educational opportunities to working children and provides skills training to youth older than age 14 who may be especially vulnerable.(5, 46) The Plan also includes an ambitious road construction plan, which has been implemented, opening rural areas and creating commerce at newly established road heads. This initiative is a cause of concern, as children are reportedly working in tea shops and automobile workshops and as baggage loaders in these new areas of commerce.(45) The Plan is currently being reviewed and updated.(4)

At the local level, Village Development Committees (VDC) and District Development Committees (DDC) have taken action on child labor. In 2011, the DDC in Kavre committed

funding to support livelihood opportunities for families of vulnerable children.(44) In 2011, the municipality of Lalitpur also created its first 5-year strategic work plan to protect child rights and reduce child labor. This plan includes a child labor monitoring system.(44)

The Government of Nepal also has a National Plan of Action to Combat Trafficking.(47) Women's police units across all 75 districts, in conjunction with NGOs, help provide referral services to trafficking victims including girls. NGOs have also received limited funding to provide rehabilitation services, medical care and legal services to trafficking victims.(4, 26)

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

The Government of Nepal relies largely on donor funding for programs to address the worst forms of child labor. The Government is participating in two projects funded by USDOL. The 3-year, \$4.25 million New Path New Steps Project runs through December 2012.(9) This Project provides new learning and employment opportunities for exploited and at-risk children and aims to withdraw 8,000 children and prevent 7,000 children from commercial sexual exploitation, domestic service, brick factories, mining, portering and the embroidered textile sectors.(9) During 2011, the Project worked with the Government to target work in the embroidered textiles industry as a worst form of child labor, making children in that sector eligible for priority attention by the MoLTM. The Project also assessed 94 schools for health and safety concerns revealing inadequate water supplies, physical hazards such as broken windows and inadequate barriers along roads and cliffs and travel hazards such as having to ford rivers and walk along steep cliffs to get to school buildings.(34)

The Government of Nepal is currently participating in a 2.5-year, \$550,000 project to support efforts to withdraw 1,000 children from the worst forms of child labor through skills development, awareness raising and improved enforcement.(48) The Government also provides rehabilitation assistance to children formerly associated with the Maoist rebel forces. Each former child soldier can access rehabilitation services which include formal schooling, vocational training, health education training and business training.(33)

MoLTM also supports several programs to reduce child labor. These programs include a child labor elimination fund, a child labor rehabilitation fund, and a child development and rehabilitation grant to five daycare centers.(5)

The Government of Nepal continued to rescue and rehabilitate freed *Kamaiya* bonded laborers, some of whom are children, and provide them with land, home construction materials and livelihood training.(25, 29) However, not all freed *Kamaiyas* have received these services.(25, 27, 30) The Government also participates in the Kamalari Abolition Project in which social workers work with former child bonded laborers to help others escape bonded labor and return to their families. Through this Project, girls are provided with shelter and vocational training.(24)

In 2011, the Ministry of Education budgeted \$2.3 million to provide education and vocational training to girls freed from indentured servitude. However, many of the rescued girls did not receive the educational grants promised and have dropped out of school.(49)

The Government supports several education programs, which may increase access to education for vulnerable children. The Education Guarantee Scheme identifies out-of-school children, including child laborers, and financially supports the VDCs' plans to enroll them in schools.(50) This Scheme is budgeted for \$1.2 million annually.(4) The Government also collaborated with the World Bank to implement a cash transfer program and a school feeding program in several districts, which target out-of-school youth.(4) As noted above, indirect and informal school costs continue to impede children's access to education.

In 2010, the Ministry of Women, Children and Social Welfare (MWCSW), provided \$275,000 to support the opening of 15 emergency shelters for victims of abuse, including child victims of trafficking.(26) Border police at 10 of the 26 Nepal-India border crossings work with a local NGO to intercept girls being trafficked out of Nepal. On average, 20 potential trafficking victims are identified each day.(41)

In 2011, the release of budgeted government funds for all programs was delayed for several months. This jeopardizes the sustainability of ongoing programs and may also affect child labor programs negatively in other ways.(45)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend laws so that they are in line with ILO Convention 182 by – <ul style="list-style-type: none"> • Extending protections in the Child Labor Act to include children working in home-based enterprises and nonregistered establishments in the informal and agricultural sectors. • Raising the minimum age for entry into hazardous work from 16 to 18. • Finalizing a list of hazardous work. • Legally defining a child as any person younger than age 18 and ensuring that all children are equally protected under laws that prohibit the worst forms of child labor. 	2011 2009, 2010, 2011 2009, 2010, 2011 2009, 2010, 2011
	Legally establish a compulsory education age for children.	2009, 2010, 2011
Coordination and Enforcement	Increase the number of labor inspectors and devote more resources to enforcing child labor laws.	2010, 2011
	Provide inspectors with adequate guidelines and protocols to effectively inspect establishments for child labor violations.	2011
	Increase the DCWB's power to enforce child protection laws.	2011
	Enhance data collection and make data available on the worst forms of child labor to include— <ul style="list-style-type: none"> • Complaints/reports on child labor made to the DCWBs aggregated at a national level. • Records on type of labor inspections the MoLTM conducts and sanctions imposed on violators. • Data collected by district-level Women Development Offices to identify the number of child trafficking victims. 	2009, 2010, 2011 2009, 2010, 2011 2009, 2010, 2011
	Provide adequate resources for border police so that they are able to pursue those engaged in child trafficking.	2011
Policies	Finalize the draft National Master Plan on the Prevention and Elimination of Child Labor 2011–2020.	2010,2011
	Increase financial resources committed to implementing the School Sector Reform Plan.	2011
	Monitor the National Planning Commission's 3-Year Plan to ensure that its initiatives do not encourage children to enter the worst forms of child labor.	2011
Social Programs	Expand existing programs to assist <i>Kamaiya</i> bonded child laborers.	2009, 2010, 2011
	Assess the impact of VDCs on child laborers.	2010, 2011
	Ensure a timely release of funds budgeted to child labor reduction programs.	2011

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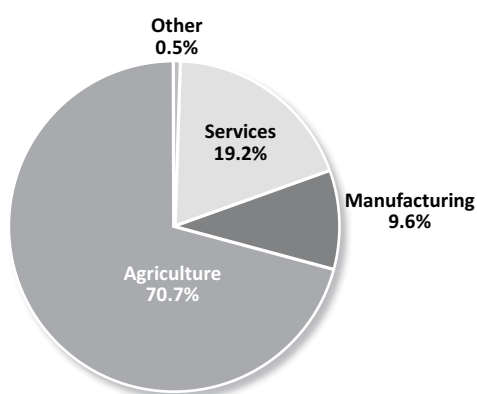
In 2011, Nicaragua made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government used its annual salary-setting regulations for the coffee harvests to raise awareness about the laws that protect minors from underage and hazardous work in that sector. The Government also expanded its collaboration with coffee producers and civil society to protect adolescents and provide children educational opportunities on coffee farms. In addition, the Government initiated a pilot program to improve livelihoods and eliminate child labor in stone quarries. However, the Government's enforcement of labor laws in agriculture is still limited. Plans to combat child labor and protect children have not been fully implemented, and programs are insufficient to reach the numbers of children engaged in hazardous child labor in agriculture and exploited in commercial sexual exploitation.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	8.4 (109,380)
Attending School	5-14 yrs.	84.9
Combining Work and School	7-14 yrs.	7.0
Primary Completion Rate		80.9

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2005.(11)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Nicaragua are engaged in the worst forms of child labor, especially in agriculture and commercial sexual exploitation.(2-4) Children work in hazardous conditions producing crops such as coffee, bananas and tobacco. These children often carry heavy loads, use dangerous tools and are exposed to dangerous pesticides and fertilizers.(5-10) Children have been found working in dangerous conditions in the production of oranges, African palm and sugarcane, although the extent of the problem is unknown.(3, 5, 6, 9, 12) Nicaraguan children migrate with their families to work on coffee farms in Costa Rica where they are exposed to a variety of risks.(13) Children also work long hours risking injury in tasks such as breeding livestock, crushing stone, extracting pumice, mining for gold and collecting mollusks and shellfish.(5, 6, 9, 12) In addition, children work as street vendors, which may expose them to multiple dangers, including severe weather, vehicle accidents and criminal elements.(3, 6, 12) Children also work as domestic servants in third-party homes, in which they face long hours and are often subjected to abuse.(3, 14, 15) Some children engage in construction, which may require them to carry heavy loads and use dangerous tools.(3, 5) Children may also work as assistants on buses, often riding precariously on the exterior of vehicles or entering and exiting moving vehicles.(3, 14) A significant number of children work in dangerous conditions in the informal sector. Some children scavenge for garbage.(3, 6)

Nicaragua

Child pornography has been reported as a problem in Nicaragua, and children are also exploited in prostitution.(2, 3, 16, 17). Nicaragua is a source and transit country for minors trafficked for sexual exploitation.(2, 16) Some children are trafficked within Nicaragua for sex tourism, which is reportedly on the rise, and to work as domestic servants.(2, 16) Persons without legal identification documents are at an increased risk of trafficking and UNICEF has indicated that more than one-third of Nicaraguan children have not been formally registered with the Government.(3, 18) Children from poor rural areas, especially girls, are among the most vulnerable to trafficking. The victims are often deceived with promises of good jobs and then forced to work as prostitutes in urban areas or neighboring countries.(2, 17) The Government reports that trafficking is a significant problem and that trafficking victims and brothel owners are linked to organized crime.(2, 19, 20) The Government believes that the lack of economic opportunities, increased regional trade, semi-porous borders and the development of communications technology have been factors contributing to the recruitment of children and youth into commercial sexual exploitation and trafficking.(21)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at age 14.(22, 23) Children ages 14 to 16 must have parental permission and be under the supervision of the Ministry of Labor (MITRAB) in order to work.(3) Minors are prohibited from engaging in work that may interfere with their schooling or that endangers their health and safety, such as work in mines, garbage dumps and night entertainment venues.(22) The law imposes fines for violators and allows inspectors to close establishments employing children.(3, 24) The Labor Code requires employers of adolescent domestic workers under age 18 to facilitate and promote their education.(22, 25)

MITRAB maintains an updated list of types of work that are harmful to the health, safety and morals of children, applicable to both the informal and formal sectors. The list prohibits children under age 18 to work in mining and manufacturing or engage in activities with exposure to toxic substances or that interfere with schooling.(14, 26) The Childhood and Adolescence Code prohibits the use of children in illicit activities.(23) MITRAB issued regulations specific to both the 2010-2011 and 2011-2012 coffee harvests prohibiting children under age 14 from working, protecting adolescents of legal working age and ensuring minimum wages.(27-29)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Constitution prohibits forced labor, slavery and indentured servitude.(3, 30) The Constitution was amended in 1995 to prohibit compulsory military service. The minimum legal age for voluntary entry into the armed forces is 18.(31)

The Penal Code establishes penalties related to the commercial sexual exploitation of children, including for the procurement or recruitment of children under age 18 for prostitution.(32) Promoting, filming or selling child pornography is prohibited.(32) The Penal Code also prohibits trafficking of persons and imposes increased penalties for trafficking of individuals under age 18.(32)

The Constitution requires compulsory education through primary school, which is about age 15.(30) The Constitution establishes the right to free primary education, but associated school costs prevent some children from attending school.(10, 30, 33, 34)

Institutional Mechanisms for Coordination and Enforcement

MITRAB's National Commission for the Progressive Eradication of Child Labor and Protection of the Young Worker (CNEPTI) has been the primary institution that sets the priorities on child labor policy.(35) CNEPTI consists of a consortium of government agencies and NGOs that address child labor issues in the country through awareness-raising strategies and coordination of direct action programs.(24, 35) The Labor Code designates CNEPTI to receive the revenues from fines issued for child labor violations to raise awareness

and protect minors.(36) However, it is unclear if CNEPTI is the primary entity responsible for coordinating overall efforts to address child labor. Since 2009, the directive board of CNEPTI has convened only once in conjunction with the 2010 launch of the official launch of the Roadmap for the Elimination of the Worst Forms of Child Labor.(3, 12, 26, 27, 37-42) The National Social Welfare System (SNBS) requires government institutions to protect the rights of children and adolescents.(43) Under the SNBS, Program Love (Programa Amor) is responsible for the protection of the rights of children and adolescents at risk, including those in the street and working, and their families. It is overseen by First Lady Rosario Murillo, in coordination with the Ministries of Government, Family, Health, Education and Labor.(19, 34, 43-45) Child labor experts have indicated that coordination between Program Love, CNEPTI and MITRAB has been weak.(12, 26, 27, 37-40)

MITRAB is responsible for enforcing labor laws.(12, 43) MITRAB's Inspector General's Office is responsible for inspecting all child labor violations.(12, 39) MITRAB's Child Labor Inspections Unit conducts training on child labor. It also regulates and integrates child labor issues into labor inspections and works with the Nicaraguan National Police (NNP), Ministry of Family and the Human Rights Attorney for Children to enforce child labor laws.(12, 24, 25, 39)

The Ministry of Family and NNP administer a general hotline to report the welfare of children, including trafficking and exploitation of children.(12, 39) In 2011, MITRAB had 87 total inspectors; three inspectors located in Managua were dedicated to conducting child labor investigations.(12, 39) MITRAB often solicited volunteers to assist with inspections.(12) Government officials and child labor experts have reported that child labor inspections in agricultural areas are limited due to resource and personnel constraints.(39) From January through June 2011, 761 child labor inspections were conducted, 48 of which were conducted at night clubs, bars and massage parlors.(39) In the same time period, MITRAB identified 125 child labor infractions by employers, affecting 298 children.(39) MITRAB also reported that it removed 148 children from work, including from hazardous conditions.(39) From January through June 2011, MITRAB reported issuing four fines related to child labor violations. However, it is not known why the number of fines issued compared to the number of violations is low and if the fines issued were collected.(39)

The Ministry of Government is responsible for combating trafficking in persons, operating an anti-trafficking in persons unit, leading the National Coalition against Trafficking in

Persons (NCATIP) and supporting a national protocol to repatriate children and adolescents who have been victims of trafficking.(17, 20, 43) The NCATIP consists of government ministries, civil society organizations and international NGOs and aims to detect, prevent, protect and rehabilitate trafficking victims.(20) Nonetheless, a 2009 evaluation of a USDOL-funded project found that institutional weaknesses in some of the agencies that participate in the NCATIP could hinder the effectiveness of the protocol.(46, 47)

In 2011, more than 3,000 government personnel were provided trafficking in persons and the commercial sexual exploitation of children awareness and prevention training.(43) The Public Ministry's Gender Unit has two national-level prosecutors and 35 department-level prosecutors who handle cases of child exploitation, including child trafficking, commercial sexual exploitation and the use of children in illegal activities.(12, 39) The NNP also has three units that were established in 2010 and addressed cases of child trafficking in 2011: the Special Crimes Unit which is responsible for investigation; the Police Intelligence Unit, which is responsible for detection; and 54 Women's Commissions, which are responsible for prevention and protection.(2, 39) In 2011, two cases of child pornography and one case of child prostitution that involved several children were reported and remained pending at the year's end.(39) One case of domestic servitude and sexual exploitation of an 11 year-old girl was under prosecution by the Prosecutor General's office.(17)

In 2011, the NNP investigated 26 trafficking cases, of which the Prosecutor's Office prosecuted 21, with nine resulting in convictions requiring 7 to 12 years of jail time. At least one of these cases involved children.(17, 39, 41) The Ministry of Family is responsible for providing care to child trafficking victims and has a unit specifically to address trafficking and commercial sexual exploitation.(43) In 2011, the Government provided care and repatriated 10 minors who were victims of trafficking and commercial sexual exploitation.(43) Although the Government provides some shelter and services to child trafficking victims, current services do not appear to be sufficient to assist all child trafficking victims in Nicaragua; therefore, international organizations and NGOs are the principal service providers assisting trafficking victims.(2, 39)

Government Policies on the Worst Forms of Child Labor

In December 2010, the Government officially launched the Roadmap for the Elimination of the Worst Forms of Child Labor by 2015, which had been developed by multiple

ministries, employer groups, unions and other civil society organizations, with assistance from the ILO and IDB.(27, 40) Government officials, the national police and civil society organizations convened in 2011 to develop indicators and concrete steps for the Roadmap's implementation; however, an action plan for implementation has not yet been issued.(38, 40)

The Government of Nicaragua also targets children and adolescents who work in stone quarries, mines and in African palm cultivation through its Plan of Integrated Attention.(43) The Plan involves coordination among several national ministries and local municipalities to identify the current situation of child labor and to design a plan of action to restore the rights of working children and adolescents for education, recreation, health and nutrition, and to promote better livelihoods for their families.(43)

The Government provides special protections for victims of commercial sexual exploitation and trafficking in persons through its Policy on Special Protection for Children and Adolescents.(48) As a member of the Central American Parliament Commission on Women, Children, Youth and Family, the Government is participating in a regional Plan to Support the Prevention and Elimination of Human Trafficking and Commercial Sexual Exploitation of Children and Adolescents.(48) The Government oversees the implementation of the 10-year National Action Plan for Children and Adolescents, which supports children's rights.(49)

There are other national plans that include provisions that may have an impact on child labor. The National Program for Decent Work in Nicaragua (2008–2011) supports efforts to eliminate the worst forms of child labor by 2015 and includes specific provisions for assistance to CNEPTI and the National Commission against Commercial Sexual Exploitation.(33) Additionally, the Government of Nicaragua's poverty reduction strategy incorporates policy actions to eradicate child labor through the provision of comprehensive care and education.(39, 50) Despite this progress, the Government has not fully developed plans for implementation of the above plans and programs to achieve its objectives against child labor.

The Government is striving to achieve its Millennium Development and Education for All Goals by 2015. With support from The World Bank and USAID, the Government's poverty reduction strategy has contributed to improved educational access, attendance and quality in primary schools.(50-53) However, access to secondary education is more limited, primarily due to school costs and the need to work.(50) A 2009 report of the ILO Committee of Experts indicated that secondary schools have not been targeted as

a priority and secondary school attendance remains low—increasing the risk of children's engagement in exploitative work.(16)

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

In 2011, the Ministry of Family had 23 departmental offices and 7 district offices in Managua that provided 18,380 at-risk children and adolescents with educational and recreational opportunities.(43) It also provided scholastic reinforcement to over 11,000 of those youth. As a result, 872 children and adolescents reduced their work activities and 662 were withdrawn from child labor.(43)

During October and December 2010, data on child labor were collected for the National Survey on Child and Adolescent Labor to better understand the country's current child labor situation. Data had not yet been released as of the end of the reporting period.(54)

MITRAB has collaboration agreements with the Chamber of Mines and the Mining Union, and with coffee plantations, to prevent and eliminate the worst forms of child labor.(24) In recognition of the 2011 World Day Against Child Labor, coffee producers from Jinotega shared good practices to reduce child labor with producers in Matagalpa and reaffirmed their commitment to provide better conditions for coffee workers and to support educational opportunities for their workers' children.(55)

The Government of Nicaragua has been collaborating with the private sector and civil society to eliminate hazardous child labor in the coffee sector and to achieve a child-labor free coffee harvest in the Department of Jinotega.(56-58) The Coffee Harvest Plan aims to develop a comprehensive approach to assist children whose parents work in the coffee harvest and improve educational opportunities for children on coffee plantations.(16, 59) MITRAB and Ministry of Education support the Educational Bridges (EB) program that provides education to children of coffee workers to prevent child labor during the coffee harvests.(38)

The Government of Nicaragua participated in a USDOL-funded, 3-year \$5 million initiative, called ENTERATE, that worked to expand the Educational Bridges program and other efforts in the Departments of Madriz, Jinotega and Managua that withdrew and prevented 10,636 children from exploitative labor and provided them with education and training opportunities.(38, 60) ENTERATE raised awareness among parents and business owners about the hazards of child labor and the expansion of the EB program

resulted in the construction of new schools and provision of educational materials on additional coffee plantations.(38) During the 2010-2011 coffee harvest, the Government and coffee producers provided education and three meals daily to 1,371 children of farm workers plus a minimum salary for facilitators and educators.(38) An EB implementation manual was developed in 2011 to guide the expansion of the program. The manual was utilized in preparation for the 2011-2012 harvest to train an additional 60 EB facilitators and guide improvements of EB venues at 40 coffee farms.(38) Additionally, ENTERATE provided support to the Ministry of Education's School Passport pilot program that provides migrant children continuity in their education so that they stay in school instead of work. The pilot program monitors internal migration and education in 13 municipalities that have significant school attrition rates.(38)

During the reporting period, MITRAB collaborated with ENTERATE to address the issue of child labor in stone quarries. As a result of a feasibility study, two cooperatives involving 67 families in the municipality of El Rama were provided equipment to reduce the demand for manual labor and eliminate child labor.(38, 39, 61) Over 120 children and adolescents are expected to be withdrawn from child labor as a result of this initiative.(38, 39, 43, 61) In Chinandega, the Government removed 23 children from working in stone quarries and provided them with comprehensive care and assistance to attend school. The initiative also assisted the families of those children with training and equipment to generate self-employment.(43)

Program Love targets 25,000 street children and their families primarily in Managua and aims to provide education for children and vocational training for parents.(19, 34, 44, 45) A 2011 technical progress report stated that over 88,000 children under age 6 whose mothers work were receiving comprehensive

care at child development centers through Program Love.(50) However, there are varied reports about the program's effectiveness.(39, 62, 63) The Ministry of Education and Sport implements a national literacy and education campaign for children and young persons excluded from the educational system.(34)

The Government of Nicaragua also supports a Youth, Employment and Migration Program that seeks to reduce the need for migration by improving vulnerable youth's access to employment opportunities.(64) As part of this program, a 2011 technical progress report indicated that 11 municipalities are pursuing strategies to facilitate employment and self-employment for 5,000 youth between the ages of 15 and 24, and a National Youth Employment Commission has been established to help develop the National Youth Employment Plan.(50, 64) The Government reported that in 2011, 970 adolescents and 1,183 mothers as heads of households completed pre-employment courses provided by the National Technological Institute.(43) However, no evaluation of this program's impact on reducing the worst forms of child labor has been identified. Additionally, MITRAB educated 944 adolescent workers in their labor rights in 2011.(39) The Government supports a birth registration campaign in some areas of Nicaragua to facilitate access by undocumented children to social services and reduce their vulnerability to trafficking; however, the campaign is not nationwide, which leaves many children without access to basic services.(3, 37, 65)

Despite these efforts, current programs do not appear to be sufficient to address the extent of the worst forms of child labor in Nicaragua, particularly in the production of agricultural products, shellfish, pumice and African palm. The Government has identified the need to extend strategies to reach more children who work in other sectors, such as rice and African palm.(39, 43, 56, 58)

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

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Dedicate more human and financial resources to the enforcement of child labor laws, including in agriculture.	2009, 2010, 2011
	Provide information on the enforcement of the law on adolescent domestic workers and the employers' obligation to ensure the education of adolescent workers.	2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Clarify the role of CNEPTI in coordinating government efforts to reduce child labor and ensure that progress toward this goal is monitored on a regular basis, including by convening more frequently.	2009, 2010, 2011
	Report trafficking statistics disaggregated by age.	2011
	Enhance coordination and information sharing among actors involved in child labor issues and anti-trafficking campaigns.	2009, 2010, 2011
Policies	Finalize and begin implementation of a concrete action plan to reach the objective of eliminating the worst forms of child labor by 2015.	2009, 2010, 2011
	Develop strategies and devote resources to improve attendance in secondary education.	2009, 2010, 2011
	Expand awareness raising and identify strategies to reduce the demand for child sex tourism and commercial sexual exploitation.	2009, 2010, 2011
Social Programs	Expand birth registration programs nationwide.	2009, 2010, 2011
	Dedicate greater resources to expand services that assist child trafficking victims.	2010, 2011
	Make publicly available information on Program Love and its results in order to inform future efforts.	2010, 2011
	Expand programs to address the worst forms of child labor to sectors where exploitative child labor exists, such as shellfish and African palm.	2009, 2010, 2011
	Assess the pilot programs in stone quarries and if effective, consider expanding to additional areas.	2011
	Assess the impact of the Youth, Employment and Migration Program on reducing child labor.	2011
	Apply good practices and strategies to eliminate child labor in the coffee sector to other sectors, including by raising awareness and partnering with business owners to eliminate child labor in their production processes.	2009, 2010, 2011

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In 2011, Niger made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government formally adopted the 2010 Law on Combating Trafficking in Persons and established the National Commission to Coordinate Efforts to Combat Trafficking in Persons and the National Agency to Fight Against Trafficking in Persons. However, Niger lacks a list of hazardous labor prohibited to children and does not prohibit all forms of commercial sexual exploitation of children. In addition, enforcement efforts and programs are insufficient, as well as implementation of policies. As a result, numerous children continued to be engaged in the worst forms of child labor, particularly in dangerous forms in the agriculture and mining sectors.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	41.5 (1,894,046)
Attending School	5-14 yrs.	30.4
Combining Work and School	7-14 yrs.	15.8
Primary Completion Rate		46.2

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2006.(6)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Niger are engaged in the worst forms of child labor, including in dangerous activities in the agriculture and mining sectors.(2-5) Children engaged in agriculture are commonly involved in dangerous activities, such as using sharp tools, carrying heavy loads and applying harmful pesticides.(7) Some evidence suggests that the worst forms of child labor are used in the production of peppers and rice. Children in rural areas also herd cattle and, reportedly, goats; they are exposed to long working hours and severe weather conditions.(4, 8)

Children work in dangerous conditions in mines and quarries, including in the production of trona, salt, gypsum and gold; they break rocks; they extract, process and hoist ore; and they transport heavy loads.(9-18) Risks include exposure to mercury, suffocation and death from cave-ins.(9, 15) Girls working near the mines commonly deliver food and water to workers and risk harassment and sexual exploitation.(8, 19, 20) While

evidence is limited, research indicates that children also work in stone quarries, crushing rocks and carrying heavy loads.(13)

In urban areas, street children are prevalent and some of these children are found begging or performing tasks such as dishwashing, clothes washing, portering and vending.(3, 18, 21-23) Children working on the streets are vulnerable to severe weather, traffic accidents and criminal elements.(24) Children, especially girls, working in street vending and domestic service are vulnerable to working long hours, as well as physical or sexual harassment.(2, 5, 22)

Children work in the car maintenance, tannery, welding, and metal work industries, as well as in slaughterhouses.(3) Children in these sectors are exposed to health and safety risks, such as working long hours and using machinery and sharp tools.(24)

According to a 2011 report and the 2009 National Child Labor Survey implemented by the Government's National Institute of Statistics, with support from the ILO's Special Action Program to Combat Forced Labor, an estimated 55,000 children (or 3 percent of children) are engaged in forced labor.(25, 26) Among nomadic populations, traditional forms of caste-based servitude still exist in parts of Niger, especially among the Tuareg, Djerma and Arab ethnic minorities, and particularly in remote northern and western regions, and along the border with Nigeria.(8, 27, 28) Slaves, including children, are often forced to work long hours as shepherds, cattle herders, agricultural workers or domestic servants, and are often sexually exploited.(28, 29) Children of slaves are passed from one owner to another as gifts or as part of a dowry.(8)

In Niger, children are engaged in forced labor under the traditional practice of *wahaya*. Under *wahaya*, a man may take a girl as a “fifth wife,” meaning as a slave (according to Islamic practices, men are allowed to have four wives).(13, 30, 31) Children of *wahaya* wives are considered slaves as well. Both are often forced to perform domestic labor in their master’s household. *Wahaya* wives are commonly sexually exploited by their masters, while their children reportedly are sexually exploited by others. The practice of *wahaya* is common among Twareg communities in the Tahoua region.(13, 30, 31)

Reports note the ongoing traditional practice of sending boys (called *talibés*), to Koranic teachers to receive education, which may include vocational training or apprenticeship.(3, 12, 32, 33) Some of these boys are forced by their teachers to beg on the streets and surrender the money they have earned, or perform agriculture and domestic labor.(8, 13, 32)

Girls are commercially sexually exploited along the main east-west highway between the cities of Birni n’Konn and Zinder along the Niger-Nigeria border.(8)

Niger serves as a source, transit and destination country for children trafficked for forced labor and commercial sexual exploitation.(34) Children are trafficked internally for forced labor in mines, agriculture, begging, domestic service and commercial sexual exploitation.(21, 34) Children from Benin, Nigeria, Togo and Ghana are trafficked to Niger for exploitive labor on the streets as menial laborers.(21, 34) Nigerien children are trafficked to work as beggars or manual laborers in Nigeria and Mali.(34, 35) Nigerien girls were reportedly trafficked to Nigeria, Saudi Arabia, and the United Arab Emirates under the auspices of marriage for the purpose of commercial sexual exploitation.(13)

Reports indicate that ongoing droughts and agriculture insect infestations, as well as outbreaks of cholera, have contributed to an increase in unemployment, inflation and poverty. This could negatively impact school enrollment and the number of children engaged in the worst forms of child labor.(36-43) In addition, the return of more than 200,000 Nigeriens from Libya, as well as the transit of 25,000 Chadians from Libya and 40,000 Malian refugees during the year, further exacerbated the situation.(36, 44-48) Furthermore, the lack of school infrastructure in Niger places children at risk of entering the workforce at a young age and being exploited in the worst forms of child labor.(9, 49)

Laws and Regulations on the Worst Forms of Child Labor

The 1996 Labor Code sets the minimum age for employment at 14, including for apprenticeships.(50) The Code also requires that no child or apprentice be employed in work that exceeds his or her strength.(50) Children ages 14 to 18 may work a maximum of 4.5 hours per day. The law allows children between the ages of 12 and 13 to perform non-industrial light work, including domestic work and fruit picking and sorting, for up to 2 hours per day. Light work requires a labor inspector’s authorization, must take place outside school hours, and must not harm the child.(8) The law does not include protections for children involved in domestic service and street work.(50-52)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	16
	Compulsory Education Age	13
	Free Public Education	Yes

Decree No. 67-126/MFP/T of September 1967, which establishes the minimum age for hazardous labor at 16, authorizes such children to work in certain hazardous activities.(53) In addition, neither the Labor Code nor the Decree specifies the categories of hazardous labor for children. The Labor Code and Decree do not address related safety concerns such as requiring training, instruction, supervision and other necessary protections for this group of workers, as called for in ILO Convention 138.(53)

Children in Niger are required to attend school only until age 13. The gap between the compulsory education age and

minimum age for work makes children particularly vulnerable to the worst forms of child labor as they are not required to attend school, but are not legally permitted to work either. (54-56) In addition, despite the legal guarantee for free education under the Law on the Orientation of the Educational System, some primary school fees continue to be charged, and the cost of books is prohibitive for many families. (54, 57, 58) Furthermore, the Government frequently failed to pay primary and secondary school teachers, which results in teacher strikes and the loss of education for children. (59)

The Labor Code prohibits and provides criminal penalties for forced and bonded labor. (50) The 2006 Penal Code criminalizes slavery and provides appropriate penalties (up to 30 years imprisonment) for such acts, and includes specific reference to children under 18 who might be put into such a situation by parents or guardians. (29, 60) The Penal Code also specifically prohibits inciting a person to beg; however, such acts are categorized only as a misdemeanor and may be punished by a fine and up to 1 year of imprisonment. (12, 60, 61)

The Government's 2010 Law on Combating Trafficking in Persons aims to prevent and fight trafficking in persons, especially of women and children; protect, support and assist trafficking victims by ensuring that their rights are respected; and punish traffickers for trafficking offenses. (62) The implementing decrees were adopted on March 22, 2012. (63) Traffickers of children may be prosecuted under the Penal Code, which criminalizes kidnapping. (60) The Penal Code also defines and sets penalties for several components of commercial sexual exploitation but does not capture all such crimes. It criminalizes carnal knowledge of children under age 13, facilitating prostitution and owning a brothel; but it does not directly criminalize prostitution. (60) The Government has also adopted an implementing decree to make the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Pornography applicable and punishable in Niger. (8, 63) The lack of legislation criminalizing all forms of commercial sexual exploitation leaves children vulnerable and unprotected. (60)

According to Ordinance No. 96-033 (1996), military service is obligatory, with a minimum age of 18. (63) As of 2007, the Government signed the Paris Commitments, which protects children from recruitment and use in armed forces. (52, 64, 65) However, at the time of writing, it is unclear if the Government has adopted an implementing decree to make the Paris Commitments applicable at the country level.

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Community Development's national child labor steering committee is composed of representatives from eight ministries, NGOs and UN agencies and coordinates efforts to reduce the worst forms of child labor, including reviewing child labor action plan proposals. (61, 66) The national child labor steering committee includes representation from the Child Labor Division of the Ministry of Labor and Civil Service (MLCS) and is responsible for conducting child labor studies, raising awareness and drafting action plans on the worst forms of child labor. (61, 66) In addition, the National Committee to Combat the Phenomenon of Street Children under the Ministry for the Promotion of Women and Child Protection is responsible for combating child engagement in street work. (52)

The MLCS and the National Commission on Human Rights and Fundamental Liberties are also responsible for receiving labor violation complaints, investigating violations and referring cases to the courts. (67) According to the Government of Niger, each of the 10 district courts and 36 magistrate courts have at least one judge designated to address children's issues, including child labor. (8) The Government did not maintain a system for referring victims of child labor, slavery and trafficking to protective services. (13)

The MLCS is also charged with enforcing labor laws, including those provisions governing hazardous labor for children under age 18. The MLCS has nine regional labor inspectorates and approximately 100 inspectors responsible for investigating and enforcing all elements of the Labor Code, including child labor. (3, 50, 68) Inspectors conduct both routine and complaint-based inspections in the formal sector. There do not appear to be any provisions in the law or any systems that have been established by government agencies to inspect for child labor violations in the informal sector. Limiting inspections to the formal sector may leave children working on the streets, and as domestic servants, unprotected. (3, 69)

The Ministry of Mining and MLCS are responsible for inspecting and enforcing labor laws in the mining sector. (12, 50, 59) However, research indicates that the Government has yet to adopt legislation that would formally make the issuance of mining licenses contingent on an agreement to not use child labor, which would effectively uphold child labor laws. Additionally, research indicates that

the Government does not provide sufficient oversight of the formal mining sector where children work, as the Ministry of Mining notes that only two (of numerous) traditional mining sites officially fall under the supervision of the Ministry of Mining.(59, 67)

A recent ILO high-level fact-finding mission and the ILO Committee of Experts note that although each regional inspection service does have a vehicle to visit worksites, the labor inspectorate acutely lacks both human and material resources.(12, 67, 69, 70) As a result, no child labor inspections occurred during the reporting period.(3, 8)

The 2010 Law on Combating Trafficking in Persons established the National Commission to Coordinate Efforts to Combat Trafficking in Persons (CNLTP) and the National Agency to Fight Against Trafficking in Persons (ANLTP).(34, 62) However, while the CNLTP and the ANLTP were created in March of 2012, the funding decrees are pending.(63) The National Commission Against Forced Labor and Discrimination with the MLCS coordinates policies and programs to combat slavery, forced labor and trafficking. The Commission includes representatives of the ILO, labor unions, civil society and traditional chiefs.(3) In Niger, regional committees—supported by vigilance committees in 30 localities—sometimes report suspected cases of child trafficking to law enforcement personnel.(3, 67, 71) However, the Government did not adequately investigate, prosecute or enforce antislavery and trafficking laws during the year.(8, 13)

Government Policies on the Worst Forms of Child Labor

The MLCS's National Action Plan (NAP) to combat the worst forms of child labor covers a period of 2010-2015 and the sectors of agriculture, mining, domestic labor, begging and CSEC.(3, 52, 72-74) The NAP aims to eliminate the worst forms of child labor in Niger by 2015, and all forms of child labor by 2025.(71) However, the NAP lacks a budget and implementation timeline, and the Government has not adopted or financed the policy yet.(3, 52, 72-74)

In 2007, the Government developed an action plan to target the exploitation of children by religious instructors, but this has reportedly not been adopted or implemented due to a lack of funding.(13, 55) The Government adopted a national action plan to combat the sexual exploitation of children in 2005, which is reportedly still in effect.(3, 52) In addition, the MLCS and the National Institute of Statistics conduct surveys related to the worst forms of child labor, often with the support of partners such as UNICEF and ILO-IPEC.(2, 9)

In 2010, the Government adopted the Regional Policy on Protection and Assistance to Victims of Trafficking in Persons in West Africa under ECOWAS. This agreement explicitly targets, among others, victims trafficked for the purpose of exploitive labor and hazardous child labor. Begging was included as a form of exploitation, reflecting the regional need to combat this growing problem.(75) During the year and under the auspices of this policy, the Government provided police, *gendarmerie* (national police force) officers, social workers, and judges with some training to offer greater assistance to *talibé* children. The Government also reportedly supported border checkpoints to combat the trafficking of children.(76)

Child labor concerns are also incorporated in the following national development agendas and policy documents: National Policy on Education, Vocational and Professional Training, Accelerated Development and Poverty Reduction Strategic Plan (2008-2012), Poverty Reduction Strategy Paper, and United Nations Development Assistance Framework (2009-2013).(3, 17, 77-80) Niger's Education Sector Plan (2002-2012), which gives priority to basic education, has contributed to an increase in school attendance for girls and a reduction in the average number of hours children work per week.(81) However, government policy dictates that in practice, children of any age who fail the same grade twice are expelled from public schools. This practice makes children particularly vulnerable to the worst forms of child labor as they may not be permitted to be in school but are not legally permitted to work either.(3, 54, 55, 71)

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

During much of 2010 and the first quarter of 2011, Niger suffered political unrest as the country was led by a transition government that lacked constitutional authority and a budget, which negatively impacted the country's social programs.(13, 82) However, during the reporting period, President Mahamadou Issoufou took office as elected President, resulting in a number of countries lifting their sanctions on Niger and thereby increasing donor funding for social programs.(63, 67, 83, 84) During the year, President Mahamadou Issoufou publicly acknowledged the existence of—and spoke out against—forced labor, slavery and trafficking in persons in Niger.(13, 67, 83-85)

The Government of Niger continues to participate in two regional USDOL-funded projects, including a 4-year, \$7.9 million project and a 3-year, \$5 million project. These projects are designed to strengthen ECOWAS's Child Policy and

Strategic Plan of Action, and to develop programs focusing on child trafficking as it pertains to the strategic plan.(86, 87) The Government also participated in the 2006 to 2011 USDOL-funded forced labor assessment study in the agriculture sector.(88) The Government participates in a regional \$1 million France-funded and ILO-implemented 3-year (ending in 2014) project that aims to combat child labor in the domestic service sector.(89) The Government also participates in an EU-funded Measure and Monitoring Decent Work project from 2009 to 2013 that aims to support a transition towards decent work through; facilitating the identification of indicators, establishing a monitoring and data collection mechanism (including child labor), and drafting an inspection manual.(90, 91) The Government also participates in regional initiatives and country projects funded by IOM that aim to provide assistance to migrants and trafficking victims, including education campaigns.(12, 34, 92)

During the year, the Government continued programs to improve the Koranic school system through the reorganization of the system, as well as the provision of training to teachers and free school kits to students.(3, 8, 56, 76) With support from UNICEF, the Government of Niger also continued its campaign to raise awareness of the importance of civil registry documents, such as birth certificates and national identity cards, in an effort to combat human trafficking.(8, 34)

The Government of Niger worked with the Office of the United Nations High Commissioner for Refugees and other

humanitarian organizations to provide services to hundreds of children and their families displaced by famine, floods and political crises.(8) The WFP started a country-wide feeding program for 35,000 beneficiaries, as well as a cash for work program for 2,500 additional beneficiaries.(38)

The Government of Niger participated in the World Bank-funded, \$8 million Education For All Basic Education project that aims to improve primary education access and quality.(93) The project ended in November 2011. The World Bank gave the project a satisfactory rating in 2010 (the last year available) for progress towards implementation of project goals.(93) The Government also participated in the World Bank-funded \$70 million Safety Net project that aims to establish a safety net system through cash transfer and cash-for-work programs.(94) The project targets over 1 million direct beneficiaries, with 60,000 of these receiving cash for work benefits. The project is scheduled to end June 2017, and the World Bank rated progress towards implementation of project goals as satisfactory for the past 2years.(94) The question of whether these social, education and economic programs have had an impact on child labor or are sustainable has not been addressed.

Despite efforts across Niger, the scale of social protection programs and services aimed at preventing the worst forms of child labor (including child slavery) does not meet the needs, especially in sectors where the majority of children work, such as agriculture and mining.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Revise the law to define all the specific hazardous occupations that are illegal for children, and raise the minimum age for hazardous work to 18.	2009, 2010, 2011
	Update the law to ensure protection for child domestic servants and children working on the street.	2010, 2011
	Amend the Penal Code to provide stiffer penalties for all acts of forced labor, including forced begging.	2009, 2010, 2011
	Implement the newly adopted Law on Combating Trafficking in Persons.	2011
	Enact legislation criminalizing all forms of commercial sexual exploitation of children and provide appropriate penalties.	2009, 2010, 2011
	Implement the Law on the Orientation of the Educational System in Niger, which establishes free education.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Increase the minimum age for compulsory education to at least 14, to harmonize the minimum age for work and the maximum age for compulsory education.	2010, 2011
Coordination and Enforcement	Render operational and provide resources for the National Commission to Coordinate Efforts to Combat Trafficking in Persons (CNLTP) and the National Agency to Fight Against Trafficking in Persons (ANLTP).	2011
	Establish a formal referral mechanism for victims of child labor and forced labor.	2011
	Increase resources to conduct systematic inspections on the worst forms of child labor in all sectors of the economy.	2009, 2010, 2011
	Step-up efforts to prosecute and enforce child labor laws, particularly antislavery and anti-trafficking laws.	2010, 2011
Policies	Adopt and implement the updated NAP to Combat Child Labor, and ensure the Plan has a budget and implementation timeline.	2009, 2010, 2011
	Adopt and implement the action plan that targets children exploited by religious instructors.	2011
	Implement strategies to improve school retention by reducing the incidence of grade repetition.	2010, 2011
Social Programs	Assess and evaluate the impact that existing social, economic and education programs may have on addressing child labor.	2011
	Expand and increase resources for social programs that prevent and withdraw children from the worst forms of child labor (including slave practices), particularly in agriculture and other sectors.	2009, 2010, 2011
	Improve access to education by building more schools and ensure timely and consistent compensation for teachers.	2010, 2011

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In 2011, Nigeria made a minimal advancement in efforts to eliminate the worst forms of child labor. In early 2012, the Government supported the development of curriculum through the Almajiri Education Program to increase the capacity of school teachers and managers who serve the almajiri (children involved in religious begging). Additionally, the Government, with support from the ILO-IPEC, updated a draft National Policy and National Plan of Action on the worst forms of child labor. However, neither of the drafts have been adopted and made official policy. The general lack of adequate legislation and social protection programs to address the extent of the worst forms of child labor impeded the country's overall progress toward reducing exploitative child labor. Children in Nigeria continue to engage in the worst forms of child labor, particularly in dangerous activities in agriculture and domestic service.



isolated in private homes, where they are susceptible to physical and sexual abuse.(17)

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	36.3 (1,894,046)
Attending School	5-14 yrs.	61.7
Combining Work and School	7-14 yrs.	28.1
Primary Completion Rate		74.4

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2007.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Nigeria are engaged in the worst forms of child labor, particularly in dangerous activities in agriculture and domestic service.(3-7) In rural areas, most children work in agriculture, producing crops such as cassava, cocoa and tobacco.(3-6, 8-10) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(11) In particular, children engaged in work on cocoa plantations are exposed to pesticides, apply chemical fertilizers without protective gear and sometimes work under conditions of forced labor.(9, 12, 13) Children, primarily boys, work in cattle herding.(3, 6, 10, 14, 15)

In urban areas, many children work as domestic servants.(3, 6, 16) Children employed as domestics may work

Both boys and girls engage in street-hawking, sometimes dropping out of school to work.(14, 18, 19) Street children work as porters, bus conductors and scavengers, and a growing number of them engage in begging.(5, 6, 20-23) Children working on the streets may be exposed to severe weather, traffic accidents and crime.(24)

Commercial sexual exploitation of children, especially girls, also occurs in some Nigerian cities port cities and in refugee camps.(5, 16, 25)

Children risk exposure to dangerous conditions while working in sand harvesting and fishing. One study surveyed children working in riverine communities in Nigeria, which primarily included children in fishing, and found that 70 percent reported having been injured at work at least once in the previous year.(26) Many of these children work long hours processing fish and are at risk of drowning and waterborne diseases.(26)

Children experience forced labor in mines and quarries, producing gravel and granite. Such work puts children at risk of injury or death from exposure to dust, falling rocks and carrying heavy loads.(6, 10, 14, 18, 27) Although evidence is limited, there are reports that children may work in artisanal gold mining, particularly in Zamfara State. Children working in artisanal gold mining are exposed to extremely toxic chemicals, including lead and mercury.(3, 28)

In Nigeria, it is traditional to send children, known as *almajirai* from rural to urban areas to live with and receive a Koranic education from Islamic teachers. Some of these children

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receive lessons, but are also forced by their teachers to beg and surrender the money they earn; these children may go without adequate food or shelter.(6, 20, 29) Although evidence is limited, there is information indicating that some *almajirai* in Nigeria may be deliberately scarred or injured to arouse sympathy and thus encourage donations.(30) In December 2010, the Ministerial Committee on Madrasah Education reported that there are approximately 9.5 million *almajirai* in Nigeria.(3, 6)

Nigeria is a source, transit and destination country for child trafficking.(16, 31) Children in Nigeria are trafficked internally to work in domestic service, agriculture, street-peddling and begging.(9, 16, 25, 32) Children are also trafficked from Nigeria for work in the worst forms of child labor in West and Central Africa, as well as to the United Kingdom and Saudi Arabia.(16, 32-38) Children are trafficked into Nigeria from the Central African Republic and Liberia to work in agriculture, domestic service, vending and mining.(16, 38, 39) Children from Chad are trafficked to Nigeria to herd cattle, while children from Niger are trafficked to Nigeria to beg and perform manual labor.(40, 41) Beninese children are also trafficked to Nigeria to work in granite mines.(16, 42)

Laws and Regulations on the Worst Forms of Child Labor

No new child labor laws were enacted during the reporting period.(3) The Government of Nigeria has the authority to establish labor standards, though legislative power to protect children is reserved for its states.(42-45) The Federal Labor Act sets a minimum age of employment at 12 and is currently in force in all 36 states of Nigeria. However, the Act establishes an exception to its minimum age law, permitting children of any age to do light work in domestic service, or work alongside a family member in agriculture or horticulture.(46, 47)

The Federal 2003 Child Rights Act, which codifies the rights of all children in Nigeria, supersedes the Labor Act.(48) However, each state is required to implement the provisions of the Child Rights Act in its territory.(45, 49) In total, 24 of the 36 states have adopted the Child Rights Act, all of which adopted the Act prior to the reporting period.(3)

The Child Rights Act also prohibits the worst forms of child labor, including the forced labor of children and the use of children for prostitution and armed conflict. In addition, it prohibits the use of children in street-hawking and begging.(48) The Child Rights Act imposes strict penalties for abuses and creates family courts.(48, 50)

	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	12
	Minimum Age for Hazardous Work	15
	Compulsory Education Age	15
	Free Public Education	Yes

States may also enact additional provisions to bolster protection for working children within their territory. Some states within Nigeria have taken this step and closed gaps in the law.(51) For example, the Abia State Child's Rights Law (2006) prohibits all children under age 18 from engaging in domestic service outside of the home or family environment.(52)

However, in states that have not adopted the Child Rights Act, there may be no state-level law protecting children from the worst forms of child labor. Such states may continue to permit children as young as 12 to work.(47)

Child labor laws in Nigeria are often inconsistent.(3) Different definitions and age requirements in the Child Rights Act and the Labor Act lead to gaps in Nigeria's legal framework that may limit their effectiveness in addressing the worst forms of child labor. While the Child Rights Act appears to apply appropriate penalties for violating the hazardous labor provisions, the Labor Act may not be applying penalties stiff enough to deter violations.(46-48)

The Labor Act sets different age thresholds for various hazardous activities.(46) The law prohibits youth under age 16 from being employed underground or working with machines, but expressly permits children ages 16 to 18 to perform these hazardous activities. However, the same law forbids the employment of young persons under age 18 in work injurious to their health, safety or morals.(46) Neither Nigeria's Labor Act nor its Child Rights Act lays out a comprehensive list

of hazardous activities prohibited to children; nor do they establish a clear minimum age for hazardous work.(47, 53)

The Constitution of Nigeria prohibits forced labor, slavery and servitude.(46, 54) The 2003 Trafficking in Persons (Prohibition) Law Enforcement and Administration Act applies throughout Nigeria and prohibits prostitution, pornography, drug trafficking and trafficking for the purpose of forced or compulsory recruitment into armed conflict.(55) Nigerian law punishes such offenses with fines and imprisonment.(55)

However, some of the states that apply *Shari'a* (the moral code and religious law of Islam) treat children as offenders rather than victims. For example, the *Shari'a* Penal Code of the Zamfara State defines an offender as anyone who “does any obscene or indecent act in a private or public place, or acts or conducts himself/herself in an indecent manner.”(53) Treating child victims of commercial sexual exploitation as offenders runs counter to internationally accepted standards for the treatment of such children.(53)

The Child Rights Act sets the minimum age for conscription or voluntary recruitment into the armed forces at age 18.(48) Children under the age of 18 who live in states that have not adopted the Child Rights Act are not protected from recruitment into the armed forces. There is no evidence of children being used in the Government’s armed forces; however, while such evidence is limited, there are reports that children as young as age 8 are being increasingly recruited into armed groups—particularly in areas where security has deteriorated.(56, 57) Pervasive poverty, coupled with mass unemployment and a poor education system, has created an atmosphere where youth are increasingly susceptible to participating in armed groups, including ethnic-based militia organizations, criminal gangs, extremist groups, and partisan political organizations such as party “youth wings.”(58-61)

Though education is the prerogative of the state governments, the Federal Constitution of Nigeria makes primary education free and compulsory when “practicable” in all states. However, the term “practicable” introduces ambiguity in the concept of free universal education, which is not yet realized in Nigeria. (62) Hence in most states, education is compulsory until the age of 15.

Institutional Mechanisms for Coordination and Enforcement

In December, the Ministry of Labor and Productivity (MOLP) inaugurated the National Steering Committee for the Elimination of the Worst Forms of Child Labor in Nigeria.(3)

Represented on the Steering Committee are the Ministries of Labor and Productivity, Women and Social Development, Mining and Metal Production, Agriculture, Foreign Affairs, and Education—along with other government bodies such as the National Agency for the Prevention of Trafficking in Persons (NAPTIP) and the National Bureau of Statistics. In addition to government representation, the Committee includes both a mix of faith-based organizations and NGOs that work on child labor issues, and the ILO-IPEC and UNICEF.(3) The Committee did not meet during 2011 and it is unclear what role or impact the Steering Committee will have in eliminating the worst forms of child labor. NAPTIP is the agency responsible for coordinating efforts against trafficking.(3)

The MOLP is responsible for ensuring that federal labor laws are enforced. The MOLP’s Inspectorate Division reportedly employed 600 inspectors, 46 of which were hired in 2011.(3) Labor inspectors are deployed across 36 states as well as the Federal Territory of Abuja and are responsible for investigating all labor law violations, including those related to child labor.(3, 5, 63) The number of inspectors employed appears to be inadequate to sufficiently address child labor issues, given the size of the country and the scope of the worst forms of child labor in the country.(3)

From January to November 2010, the Government of Nigeria reportedly conducted 12,040 inspections, a majority of which were in the formal business sector; where the incidence of child labor was not reported to be a problem.(6) Although working onboard seafaring vessels is explicitly permitted to children age 15 and older, no labor inspectors were responsible for conducting inspections on these vessels, thus creating a gap in the child labor enforcement framework.(46, 64) No information was publically available on the number of labor inspections conducted issued in 2011.(3) Furthermore, the MOLP does not keep separate statistics on the number of violations of the worst forms of child labor.(6)

NAPTIP is responsible for enforcing anti-trafficking legislation and has an overall budget of approximately \$11.2 million. However, the actual amount of funding NAPTIP received from the budgeted amount is unknown.(3) Some training was offered to NAPTIP officials, including the International Criminal Investigative Training Assistance Program (ICITAP), which is a 40-hour course supported by USDOJ on trafficking in persons. The Government did not provide information on the number of ICITAP officials who received the training.(3) From April to the end of the year, NAPTIP reported finding

24 cases of trafficking involving children and 38 unspecified child labor cases. During that time period, NAPTIP reportedly investigated 24 cases that specifically involved children.(3) In 2011, NAPTIP reported 25 known convictions for trafficking, of which the number involving children or forced labor is unknown.(3) The National Police Force and the Nigerian Immigration Service also have anti-trafficking units responsible for combating trafficking, while other agencies, such as the National Drug Enforcement Agency, help identify traffickers and their victims.(30, 65) However, the National Police Force does not keep statistics on the number of investigations or the number of cases brought to trial.

The National Police Force is responsible for enforcing all laws prohibiting forced labor and commercial sexual exploitation, particularly prostitution.(3) However, the National Police Force is not trained on state laws and may not have the knowledge of such laws protecting children from a particular worst form of child labor within a specific state. This limits the capacity of the National Police Force to enforce the laws protecting children from the worst forms of child labor.(44) Research did not uncover the number of child labor violations and resulting penalties issued during the reporting period.

States may also undertake other measures that aid in the enforcement of labor provisions. For example, an Ondo State report has established a child labor monitoring system in cocoa plantations.(65) In 2010, NAPTIP, through the support of the American Bar Association's Rule of Law Initiative, launched a database to connect its regional offices and improve its data collection.(30) It is unclear if the database was used in 2011 or what impact, if any, it made on data collection efforts.

Government Policies on the Worst Forms of Child Labor

A draft Nigeria Child Labor Policy and related draft National Action Plan were prepared in 2005-2006 but never adopted.(5, 66) In 2011, the Government of Nigeria, with support from the ILO-IPEC, updated a draft National Policy and National Plan of Action on the worst forms of child labor; however, neither has been adopted by the Executive Council, and therefore neither is operational.(3) If adopted, the Policy would identify and assign roles to participating government law enforcement and agencies, trade unions, community organizations, and other groups.(3) The MOLP held its second consultative conference on this draft Policy in December 2011.(3, 67)

Nigeria conducted a national survey in 2008 to identify the prevalence and nature of child labor. The results from this

survey have still not been made publicly available.(3, 68) Additionally, in 2011 the MOLP reportedly collected data on the prevalence of child labor from state governments. The collected data have not been made publicly available.(3) Moreover, it is unclear what methodology was used for data collection or how many state governments had participated in the survey.

The Government of Nigeria has a National Plan of Action on Trafficking in Persons (2010-2012) that provides government entities and NGOs a framework for coordinating anti-trafficking activities.(69) The Plan sets forth NAPTIP's budget and programming costs through 2012.(16) In addition to the Plan, the Government has a National Policy on Protection and Assistance to Trafficked Persons in Nigeria (2008), which provides protection and rehabilitation services to trafficking victims.(70, 71)

The Federal Ministry of Education is responsible for implementing the National Framework for the Development and Integration of Almajiri Education in the Universal Basic Education Scheme, released in 2010.(66, 72) Under the Framework, *almajiri* schools are regulated by state governments to more effectively address the challenges the traditional Islamic Education Sector faces relating to itinerancy and begging.(66) Also under the Framework, the Government announced that it plans to build approximately 400 schools for *almajiri* children by 2015 and that 100 of these schools are to be completed by the end of 2012.(73) The number of schools built in 2011 is unclear.(61) In early 2012, a curriculum was developed through the Almajiri Education Program to increase the capacity of *almajiri* school teachers and managers throughout the country. A strategic plan of action was also developed to guide the Program.(72)

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

Since 2007, the MOLP has been working to develop codes of conduct for various sectors, including mining, construction and fishing.(42, 66)

In 2011, the Government of Nigeria participated in several regional projects to combat the worst forms of child labor, including the regional \$7.95 million USDOL-funded 4-year (2009-2013) ECOWAS Project. This Project is assisting the regional ECOWAS to develop systems in order to help member countries, including Nigeria, reduce the worst forms of child labor.(74-76) In 2011, the member countries achieved a draft Regional Action Plan.(76) Also as part of the ECOWAS Project, Nigeria participated in the ILO-IPEC's Decent Work

Country Program, which aims to increase opportunities for work and social protection for families. The Program includes strategies such as vocational training for youth that support the elimination of the worst forms of child labor.(74)

To assist with implementation of the Benin/Nigeria Anti-Trafficking Agreement, the Government continued to participate in the 3-year, USDOL-funded \$5 million regional ECOWAS II Project. The project aims to withdraw and prevent children from being trafficked to Nigeria from Benin for mining and associated activities around mining sites. Additionally, it provides livelihood alternatives for 500 families.(75, 77)

Added through a revision in 2010, the Government participated in the USDOL-funded 2008 Global Action Project (GAP) that aims to help build capacity in order to implement the National Action Plan (NAP) in Nigeria.(78) In 2010-2011, \$115,000 of USDOL funding was allocated through GAP to support this effort.(79) During the reporting period through early 2012, the Government agreed to constitute a committee to identify hazardous work and began a review of the NAP with a commitment to conduct six consultation workshops in each of Nigeria's political zones in order to enhance the quality of the NAP.(78) Additional activities included in the GAP include supporting research initiatives on the structure and capacity of the country's institutions, and finalizing and applying a hazardous activities list.(78)

The Nigerian States of Akwa Ibom and Rivers initiated various programs for free primary education. The Anambra, Bayelsa, Lagos and Ogun States supported efforts to ban children from street trading; they also initiated public awareness of the problem of street trading and child labor.(3)

The Government continued to address child labor in agriculture through its participation in Phase II of the

Sustainable Tree Crops Program (2007-2011).(80) This Program incorporates child labor issues into its teachings on pest and quality management, raising awareness on particularly hazardous aspects of agricultural work for children.(80, 81) In addition, *Terre des Hommes* continues to implement activities aimed at reducing child labor in granite quarries and gravel pits, including by working with local government officials, among others, to initiate awareness programs and to repatriate children forced to work in those locations.(3, 66)

In 2011, the Government of Nigeria raised awareness on exploitative child labor through the MOLP, and on trafficking through NAPTIP.(3) NAPTIP created the Victims of Trafficking Trust Fund in 2010 and provided \$21,500 in assistance to trafficking victims during the reporting period.(3) The Government continued to operate shelters for trafficking victims and to reunite or repatriate trafficked children.(3, 16, 30) The Government, largely through NAPTIP, operated eight shelters for rescued children in regions across the country, including a shelter that opened in Lagos in 2011.(3, 66) In addition, the Ministry of Women's Affairs and Social Development operates four shelters across the country along with nonresidential drop-in centers, where at-risk children can access social services.(66)

NGOs and states also run programs to address trafficking. NGOs support shelters to which government officials may send rescued children for long-term rehabilitation; however, because of a lack of resources, these shelters were only able to care for a very limited number of victims.(16, 82)

Despite the many projects across Nigeria, the scale of such programs is not sufficient to reach all Nigerian children engaged in or vulnerable to the worst forms of child labor, especially children in begging, mining, domestic service and agriculture. Children in Nigeria continue to engage in dangerous activities in these sectors.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Act to ensure the minimum age and provisions related to light work conform to international standards.	2009, 2010, 2011
	Address contradictory and inconsistent provisions in the Child Rights Act and the Labor Act, particularly with regard to definitions and ages.	2010, 2011
	Publish a comprehensive list of hazardous activities prohibited to minors and a specific age for hazardous work.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Strengthen penalties for child labor violations in the Labor Act.	2009, 2010, 2011
	Ensure that those states applying <i>Shari'a</i> as the Penal Code do not penalize child victims of commercial sexual exploitation.	2009, 2010, 2011
	Adopt legislation to ensure all children under the age of 18 are prohibited from military conscription.	2009, 2010, 2011
	Ensure universal free and compulsory education as mandated by Nigerian law.	2010, 2011
Coordination and Enforcement	Ensure the National Steering Committee for the Elimination of the Worst Forms of Child Labor is an active coordinating mechanism to combat the worst forms of child labor.	2011
	Provide adequate resources and inspectors to effectively address issues of child labor.	2011
	Collect and make publicly available statistics on the number of child labor violations and resulting penalties assessed, and the number of child labor inspections and investigations conducted.	2009, 2010, 2011
	Ensure that child labor inspections occur on vessels and in all other sectors and locations where child labor is prevalent.	2010, 2011
	Ensure that National Police Force is aware of the state laws addressing the worst forms of child labor.	2010, 2011
Policies	Officially adopt the draft national child labor policy and establish a National Action Plan to target all worst forms of child labor.	2009, 2010, 2011
	Publish statistics on the worst forms of child labor, including results from the 2008 national survey on child labor and data collected in 2011 on child labor.	2011
Social Programs	Establish and expand programs to provide services to children working in agricultural, begging, domestic service and mining.	2009, 2010, 2011
	Establish a program to demobilize children in armed groups.	2011
	Provide adequate resources to shelters to ensure delivery of necessary services for trafficking victims.	2011

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In 2011, Oman made no advancement in efforts to eliminate the worst forms of child labor. Although the problem does not appear to be widespread, some children in Oman are engaged in the worst forms of child labor. However, the extent of the problem is unknown due to the dearth of research conducted. Oman lacks a comprehensive list of hazardous work prohibited to children. In addition, education is not compulsory in Oman, which puts children at risk of the worst forms of child labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	5-14 yrs.	Unavailable
Primary Completion Rate		100.9

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Some children in Oman are engaged in the worst forms of child labor, although there is no evidence to suggest that the problem is widespread. Children reportedly work in the informal economy, particularly in dangerous activities in agriculture and fishing.(3-6) Children's work in agriculture commonly involves unsafe activities, such as using dangerous machinery and tools, carrying heavy loads, and applying harmful pesticides.(6) Working in fishing may expose children to risks such as drowning.(6)

Research on the worst forms of child labor in Oman is lacking. In addition, research has found little evidence of child trafficking in Oman.(7, 8)

Oman has a high youth (ages 15 to 24) literacy rate of 97.3 percent, among the highest in the region according to UNDP's 2009 Arab Human Development Report.(3, 9) Nonetheless, recent trends indicate that between 1999 and 2006 the number of children enrolled in school decreased, while the number of out-of-school children increased.(10-12)



Laws and Regulations on the Worst Forms of Child Labor

The minimum age for employment in Oman is 15.(13) Children under 18 are barred from working between 6 p.m. and 6 a.m., and for more than six hours a day.(13) Oman's Labor Law further restricts children between ages 15 and 18 from working on weekends and holidays or from working overtime.(13) Per a government decree passed in 2005, all camel jockeys must be at least 18 to participate in races.(3, 10) In 2010, the ILO Committee of Experts reported that the Government was developing a list of 43 hazardous occupations prohibited for children younger than 18; however, the Government has yet to publish the list.(5)

Under the Labor Law, inspectors have jurisdiction to inspect private sector entities for labor law noncompliance.(14) Research found no evidence of laws that provide protection to children working in Oman's informal sector.

The Penal Code prohibits inciting a child under the age of 18 to prostitution; anyone found guilty of such incitement will receive a 5-year minimum prison sentence.(15) The Anti-Trafficking Law criminalizes trafficking in persons, imposing a stiffer sentence for trafficking of a child.(16) The Law also makes it a crime for a person to produce, keep, distribute, or expose pornographic letters or pictures.(17)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	No
	Free Public Education	Yes

The law prohibits forced or compulsory labor, including work by children.(4) Military service is voluntary; the minimum age to join is 18.(18)

Education in Oman is free for all citizens through secondary school, but it is not compulsory.(3) The lack of compulsory education may make children under the age of 15 more susceptible to the worst forms of child labor, as they cannot legally work, but are not required to be in school.

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Oman has established a coordinating mechanism to combat the worst forms of child labor.

Oman's human trafficking law established the National Committee for Combating Human Trafficking (NCCHT), which is chaired by the Inspector General of the Royal Oman Police (ROP). NCCHT raises awareness on human trafficking through public fora, training programs, media campaigns and interviews.(16, 19)

The Ministry of Manpower (MOM) and ROP are responsible for monitoring and enforcing child labor laws.(20) The Inspection Department of the MOM conducts regular visits to private sector establishments to ensure their implementation of laws and the protection of workers' rights.(21) The Department employs 160 inspectors.(19)

The MOM and ROP share information on labor cases in which criminal penalties are sought.(22) No information was available on the number of child labor or child trafficking violations found, nor what further action took place when violations occurred.

The Public Prosecution is responsible for prosecuting trafficking cases in court with the assistance of the ROP.(19, 23)

Government Policies on the Worst Forms of Child Labor

Overseen by NCCHT, the National Plan for Combating Human Trafficking outlines the Government's human trafficking prevention plan.(23) The Plan also lays out the roles and responsibilities of governmental organizations that are involved in combating trafficking.(23)

In 2010, the ILO Committee of Experts expressed concern over the lack of national research on the prevalence of child trafficking.(3) Likewise, research found no evidence of formal mechanisms or procedures to proactively identify victims of trafficking or other worst forms of child labor.(7)

The Government also lacks information on the prevalence and conditions of child labor in the informal sectors, such as in agriculture and fishing. Recent reports by the ILO Committee of Experts, UNESCO, and the Overseas Development Institute found that available government data were weak, especially; child labor and trafficking, the impact of programming for employed children, and the link between research findings and policy making. The ILO has consistently requested that the Government assess their child labor and trafficking situation in order to assure that adequate protection mechanisms are in place for vulnerable children.(8, 24, 25) The dearth of data and analysis available on the incidence, nature, and the types of child labor impedes the Government's and civil society's ability to document the extent of the worst forms of child labor in the country.

In addition, the UN Human Rights Council is concerned that the exclusion of migrant workers and their children from public social, health, education, and housing benefits available to citizens increases their vulnerability to forced labor and the worst forms of child labor.(11)

While data from 2006 indicates that enrolment rates are decreasing, the Government has implemented an innovative and modern education model that aims to equip all children in Oman with the knowledge, tools, attitudes, and values that

enable lifelong learning.(5, 26) Research found no evidence of the impact this program has had on reducing child labor.

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

The Government collaborates with the ILO on a Decent Work Country Program (DWCP) (2010-2013) that strives to strengthen the employability of Oman's young workforce through vocational education and training programs.(21)

Sultan Qaboos invests in Oman's youth through the Fund for Development of Youth, or *Sharaka*, which he began in 1998.(27) The Fund provides youth (ages 15-24) with equity and loan support for existing and proposed small and medium enterprises, and provides guidance through the mentoring and

technical assistance needed to start a new business.(27-29) In addition, the Ministry of Social Development provides microfinance opportunities to unemployed youth to start their own businesses.(25) Evidence of the impact that these initiatives have on child labor is unavailable.

The National Plan for Combating Human Trafficking's efforts include the implementation of awareness-raising activities on human trafficking in schools and among the general population; also included are the provision of social services for trafficking victims and the coordination with international organizations on trafficking developments.(23) Over the reporting period, the Government continued to operate a shelter for victims of trafficking which can accommodate up to 50 men, women and children.(7)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Finalize and make publicly available the list of all hazardous occupations and jobs prohibited for children under age 18.	2010, 2011
	Establish laws that protect children working outside the formal labor market.	2011
	Establish a compulsory age for school that is consistent with the minimum age for employment.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
Policies	Conduct in-depth research on child labor in agriculture and the fishing industry, and on the prevalence of child trafficking.	2010, 2011
	Conduct research to determine the reasons for decreased enrollment rates of children in schools.	2011
	Develop mechanisms and procedures to accurately identify victims of trafficking and child laborers among vulnerable populations.	2011
Social Programs	Assess the impact that the existing DWCP and the Fund for Development of Youth may have on child labor.	2010, 2011
	Ensure that migrant worker children are afforded protection from exploitation.	2011

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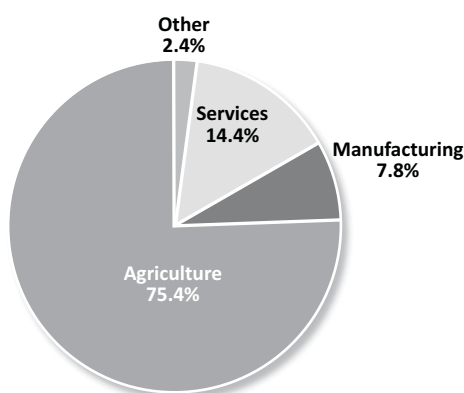
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In 2011, Pakistan made no advancement in efforts to eliminate the worst forms of child labor. Although the Government continued to implement programs to address the problem, it continued to lack sufficient legal protections for working children. There is no minimum age for work and the minimum age for hazardous work is 4 years below the international standard age of 18. Enforcement efforts remain weak. Efforts to combat exploitative child labor were complicated in 2011 when federal-level agencies charged with coordinating the national response to the worst forms of child labor were dissolved during a process of dispersing many government functions to the provinces. Children continue to engage in the worst forms of child labor in dangerous forms of agriculture and are subject to bonded labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	15.9 (2,844,995)
Attending School	5-14 yrs.	68.6
Combining Work and School	7-14 yrs.	1.8
Primary Completion Rate		67.1

Working Children by Sector, ages 7-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from LFS Survey, 2007-2008.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Pakistan are engaged in the worst forms of child labor including bonded labor, primarily in dangerous forms



of agriculture.(3) Children working in agriculture may engage in unsafe and unhealthy activities such as using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(4)

Children also work in hazardous manufacturing activities. In factories, children are susceptible to industrial accidents.(5) Children who produce glass bangles are exposed to high temperatures and toxic chemicals and suffer from severe joint pain and lung problems.(6, 7) There is limited evidence that children weave cloth, including with power looms. Children working with power looms suffer respiratory disease, work long hours, and face physical and sexual abuse.(8) In the carpet weaving industry children also work long hours and are vulnerable to physical and sexual abuse.(3, 8) Some children are found working in dangerous conditions in the informal construction, transport, leather tanning, deep-seas fishing, and surgical instrument industries.(7, 9-11) While tanning leather, children are exposed to toxic chemicals and dyes and often contract respiratory diseases and sustain chemical burns.(7) They are also susceptible to eye and lung diseases.(12)

Children in urban areas are often employed as domestic servants and may be subjected to extreme abuse. Reports indicate that some child domestic servants have even been killed by their employers.(13-15)

Children are also involved in street work and service industries.(3, 16) Children working on the street may be exposed to multiple dangers, including severe weather, criminal elements and vehicle accidents. Children scavenge for medical waste which exposes them to deadly diseases such as HIV/AIDS, tuberculosis and malaria.(7)

There is limited evidence that children are involved in the stitching of soccer balls or are engaged in shrimp processing.(11, 16, 17) Children are reportedly working in the production of incense, cotton, wheat textiles, tobacco, sugar cane, gemstones, as well as the process of stone crushing.(18) Some children in Pakistan are forced to work as bonded laborers, often in brick making. This practice also occurs in carpet weaving, agriculture, fish raising and coal mining.(3, 11, 12, 15, 19) Entire families sometimes become bonded after borrowing money from a landowner.(20) Often, bonded laborers are unable to pay their debts. Their movements may be restricted by armed guards and they may be subjected to violence or resale.(21) Children bonded in coal mining often bring donkeys underground to haul coal to the surface and are vulnerable to multiple dangers, including sexual abuse by miners.(12)

Child trafficking continues to be a problem with children kidnapped, rented or sold for work in agriculture, domestic service, prostitution or begging.(15, 21) Girls who are sold into forced marriages are sometimes subsequently trafficked internationally for prostitution.(15) Disabled children are sold or kidnapped and taken to countries such as Iran, where they are forced to beg.(22, 23)

There are reports of children being used by non-state militant groups in armed conflict and some evidence that Afghan and Pakistani children are trafficked across the border for use by these groups.(6, 23, 24) Non-state groups kidnap children or coerce parents into giving away their children to spy, fight or die in suicide attacks.(15, 23, 25, 26) These children are subjected to physical, sexual and psychological abuse.(15) Reports indicate that children as young as age 11 are recruited by pro-Taliban insurgents, trained as suicide bombers and trafficked between Afghanistan and Pakistan.(27)

Children along the border with Afghanistan are used in illegal smuggling operations. They carry heavy loads of small arms, drugs and household goods across the border.(23)

While education is free and compulsory through age 16, access to education is still limited. In conflict and flood zones, schools and infrastructure are often damaged.(14, 28) Families and teachers have fled and internally displaced persons are housed in former schools.(29) In some areas, schools are attacked and sometimes destroyed by militant groups opposed to secular education and the education of girls.(3, 23, 30) Children displaced by conflict also have limited education access in displaced persons camps and communities to which they have fled.(28) The 2010 flood also devastated the economy which

has driven some children out of school and into dangerous work.(31)

Laws and Regulations on the Worst Forms of Child Labor

The 18th Amendment to the Constitution, passed in 2010, devolved all child welfare and all labor issues to the provinces. Until each province repeals or adopts a replacement law, federal laws on child protection and labor are in force.(11) Punjab is the only province to have passed a law on the employment of children. This law mirrors the existing national laws.(11) The devolution of child welfare and labor issues to the provinces may allow for gaps in legislation and enforcement between provinces and may leave children vulnerable to the worst forms of child labor.

	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	No
	Minimum Age for Hazardous Work	14
	Compulsory Education Age	16
	Free Public Education	Yes

Under the 1991 Employment of Children Act, children of any age may be employed, provided that those under age 14 are not employed in occupations or processes deemed hazardous by the Government of Pakistan.(10, 11) The Road Transport Workers Ordinance prohibits children under age 18 from working in the road transportation sector.(32) Four occupations and 34 processes appear on the Government's hazardous list. They include manufacturing; mixing and applying pesticides and insecticides; working at railway stations or ports; carpet weaving; construction; working in the glass bangle industry and manufacturing cement, explosives and other products that involve the use of toxic substances.(10) Brick making, a

sector in which many child laborers work and some bonded child laborers work, is not specifically included on the list of prohibited hazardous occupations or processes. Further, the list only prohibits occupations and processes for children under age 14, leaving children ages 15 to 17 unprotected from dangerous or harmful work.(11, 32) The Government of Pakistan also lacks protections for children involved in domestic service and street work.

Bonded labor, forced labor and human trafficking are prohibited by law. The Bonded Labor System Abolition Act (BLSA) of 1992 eliminates the liability of bonded laborers to repay their debt and frees property tied to this debt.(6) Part II of the Constitution of Pakistan outlaws all forms of forced labor.(33) The Prevention and Control of Human Trafficking Ordinance 2002 prohibits the trafficking of children internationally for exploitative activities; however, it does not address trafficking within Pakistan.(12) The Government of Pakistan uses the Penal Code and Sections 17 through 23 of the Emigration Ordinance, which address fraudulent immigration, to prosecute internal trafficking cases.(34, 35)

The Penal Code prohibits prostitution of anyone under age 18.(36) Pakistan's laws do not specifically prohibit child pornography, but the Penal Code outlaws the circulation or production of any obscene books, drawings, representations or any other objects.(37, 38)

Pakistan does not have military conscription. The minimum voluntary recruitment age is 17.(27) The law prohibits the involvement of children in armed conflict.(12) Section 122 of the Pakistan Penal Code prohibits any organization other than state forces from recruiting and or arming people.(11) The Anti-Terrorism Act addresses the issue of forced conscription; however, it allows for capital punishment for children 12 years of age and older who are convicted on terrorism charges.(11)

The 18th Amendment to the Constitution guarantees free and compulsory education to children through age 16.(39)

Institutional Mechanisms for Coordination and Enforcement

The Federal Ministry of Labor and Manpower formerly chaired the National Steering Committee on Child Labor which includes representatives from government ministries, employers' groups, and workers' organizations.(18) However, the Ministry was dissolved in the devolution of labor issues to the provinces, and it is unclear whether coordination of child labor issues at the national level remains effective.(11) Provincial governments and Labor Ministries are now

responsible for the coordination of child labor issues on the provincial level. Provincial coordination committees along with Child Labor Resource Cells conduct research, build capacity and coordinate child labor activities at the provincial level.(18)

Labor inspection is carried out at the provincial, rather than national level, which has contributed to an uneven application of the labor law.(40) Provincial departments of labor and labor courts perform inspections in industrial areas and markets to identify child labor violations, enforce both national and provincial labor laws and pursue legal action against employers.(6) These bodies do not enforce child labor laws in agricultural settings.(41) In Punjab, routine factory labor inspections have been replaced by a self-declaration system whereby factory owners post declarations regarding workplace safety, health and wage issues in their factories. Some of those factories are then chosen at random for inspection.(18) Because declarations are not mandatory and the review of declarations is the only method used to select companies for inspection, many factories go uninspected and there are no penalties for not complying with the self-declaration policy.(11, 18) In Punjab and Sindh, inspectors are instructed not to inspect a business for 1 year following its establishment. Inspectors must seek permission from employers before labor inspections can be conducted.(12)

Research has not revealed the number of labor inspectors or inspections conducted throughout Pakistan.(11) The Government of Pakistan does not collect data on the number of violations, children assisted or penalties imposed for those found to commit child labor violations.(11)

Bonded labor legislation is supposed to be enforced by local vigilance committees. They are responsible for implementing the BLSA, assisting in rehabilitating bonded laborers, and helping the laborers achieve the objectives of the law.(42) The committees are designed to include the deputy commissioner of each district and representatives from the police, judiciary, municipal authorities and workers and employers groups, however, in most districts the committees are non-functioning.(43)

District magistrates were originally authorized to implement the BLSA; however, their positions have since been eliminated.(6) Police lack the necessary personnel, training and equipment to confront the armed guards who often oversee bonded laborers.(12) These circumstances contrive to hamper the effectiveness of BLSA enforcement and since the law's passage in 1992, there have been no convictions under the act.(15)

The anti-trafficking unit of the Federal Investigation Agency (FIA) is the lead agency responsible for enforcing transnational trafficking-related laws.(18) FIA cooperates with other governments on trafficking cases, operates a hotline for victims, and publishes information on anti-trafficking efforts on its Web site.(44) The Government of Pakistan does not collect data on the number of criminal investigations, prosecutions, children assisted or convictions of child traffickers and those using children in other exploitative forms of labor. Children identified in the trafficking of illicit goods may be treated as criminals rather than victims.(11, 18)

Prior to devolution, the Ministry of Social Welfare's Child Protection Management Information System (CPMIS) collected data from police, child protection agencies, detention centers and other organizations regarding child trafficking, family care, sexual exploitation, violence against children and juvenile justice.(6) However, the Ministry was dissolved and it is unclear whether the CPMIS is still operational.(11)

The Child Protection and Rehabilitation Bureau provides housing for children returned from working as camel jockeys in the United Arab Emirates and reintegrates child victims of trafficking into their families and home communities. However, government officials lack procedures and resources necessary to identify child victims of trafficking which hampers these efforts.(12)

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 highlights three objectives: withdraw children from hazardous occupations, rehabilitate child laborers and eliminate all forms of child labor.(11) It outlines a strategy for combating child labor that includes awareness raising, establishing child labor resource centers, conducting surveys to expand knowledge on child labor, strengthening enforcement, expanding education facilities and implementing poverty alleviation measures.(45) The National Commission for Child Welfare and Development is in charge of the ongoing policy implementation. The Commission survived devolution and was moved under the Ministry of Human Rights in December 2011.(11) The policy outlines resources to be allocated to implementation including \$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.(11, 45)

In 2008, the Government of Pakistan's National Action Plan for Children was adopted.(46) One goal of this plan is to prohibit, restrict and regulate child labor with a view to its ultimate elimination.(13) 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 microcredit 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.(13)

Both of the aforementioned plans mandate child labor surveys; however, such surveys have not been conducted since 1996.(47) The lack of recent data hampers the Government's ability to assess the prevalence of child labor and to develop policies or plans for future child labor initiatives.

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.(48) 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.(48)

The National Education Policy focuses on increasing the literacy rate and providing livelihood skills for children engaged in child labor. The Policy aims to expand non-formal and vocational education programs to children including child laborers.(11, 49)

The Government of Pakistan has incorporated the elimination of the worst forms of child labor into other development and poverty reduction policies, including its current Poverty Reduction Strategy Paper.(11, 50) The Poverty Alleviation Strategy includes preferential access to microfinance for families of working children.(11) The 2001 National Policy and Plan of Action for the Abolition of Bonded Labor and Rehabilitation of Freed Bonded Laborers addresses the issue of exploitative child labor.(6)

The Ministry of Labor and Manpower's labor policy focuses on establishing labor courts; developing a registration system for the labor force and increasing the minimum wage.(51) In addition, the policy recommitments the Government of Pakistan to ending hazardous child labor, including work in brick kilns, a sector not mentioned in the list of hazardous labor prohibited by children.(52) This policy does not include specific actions

to be carried out or a timeline for implementation and it is unclear whether implementation of this policy is ongoing due to the elimination of the Ministry of Labor and Manpower.

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

The Government of Pakistan continued to administer National Centers for Rehabilitation of Child Labor to remove children ages 5 to 14 from hazardous labor and provide them with education, clothing and a stipend. There are currently 151 centers.⁽¹¹⁾ Children have been withdrawn through services from the centers from hazardous labor in brick making, carpet weaving, mining, leather tanning, construction, glass bangle manufacturing and agriculture.⁽¹⁸⁾

Pakistan participates in a \$4.14 million European Commission-funded project to combat the worst forms of child labor which ends in 2013.⁽⁵³⁾ The project, which works in many informal sectors with bonded and forced child labor, includes plans for 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.⁽⁶⁾ The project is working with the Government to establish Federal Child Labor Units and Provincial Child Labor Units which will monitor the implementation of the national child labor program.⁽³²⁾

In 2011, the Government of Pakistan also participated in the last year of a 4.5-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 on October 8, 2005.⁽⁴⁹⁾ The project withdrew and prevented more than 3,000 children from exploitative child labor.⁽⁴⁹⁾ The project also developed a database of all social safety net programs, microfinance institutions, and business groups in the target region and used the database to refer 150 families to these services.⁽⁴⁹⁾

The Government of Pakistan specifically targets bonded laborers for support services and programming. The Ministry of Labor and Manpower provided legal services to bonded

laborers during 2011.^(6, 15) The project has an annual budget of \$21,000 and has benefited more than 700 bonded laborers since 2005, including children.⁽⁶⁾ The Punjab Provincial Government continued implementation of its own \$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 7,000 child bonded laborers and has provided \$467,000 in micro loans to help free laborers from debt.⁽¹⁸⁾ The project also helps bonded laborers to obtain national identification cards.⁽¹¹⁾ 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 laborers and their families.^(15, 21) Given the magnitude of the bonded labor situation in Pakistan, the resources allocated to these programs appear to be insufficient to properly address the problem.

The Government of Pakistan participates in a counter-trafficking program that aims to create 18 district task forces to combat trafficking. These task forces will identify trafficking victims, create referral mechanisms to guide victims to appropriate services, and build cooperation between local government, law enforcement and civil society.⁽¹²⁾ This project also supports a dialogue between Pakistan, Afghanistan and the Islamic Republic of Iran on migration management.⁽¹²⁾

In Punjab Province, the Government implements the Education Voucher Scheme, which promotes education for children vulnerable to child labor. The program provides stipends to private schools for students enrolled from low-income areas of Lahore.⁽¹¹⁾ However, this Scheme only reaches a small portion of students and other provinces lack the resources to allow all children to receive a free and compulsory education as assured in the Constitution.⁽¹¹⁾

While the Government of Pakistan has a number of initiatives to address the worst forms of child labor, their limited reach is insufficient to address the scope of the child labor problem. In addition, there is no evidence of programs specifically targeting child domestics and Pakistan lacks programs to raise awareness of and provide assistance to children being used in armed conflict.⁽¹²⁾

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Adopt federal and provincial-level laws which clearly prohibit children under age 14 from working.	2009, 2010, 2011
	Adopt federal and provincial-level laws which clearly prohibit children under age 18 from engaging in hazardous work and include brick making as a prohibited occupation.	2009, 2010, 2011
	Enact laws to provide protections for child domestic servants and children working on the streets.	2011
	Adopt amendments to the Pakistan Penal Code to clearly criminalize child pornography and internal child trafficking.	2011
	Amend the Anti-Terrorism Act to recognize children between ages 12 and 18 involved with terrorist organizations as victims rather than criminals.	2011
Coordination and Enforcement	Ensure that the response to the worst forms of child labor can be coordinated nationally within the confines of the devolution process.	2011
	Revise the self-declaration labor monitoring system in Punjab to require employers to post reports on workplace safety, health and wages and thereby be subject to random inspection.	2010, 2011
	Allow labor inspectors to conduct inspections at any time, without notice, including within the first year of an enterprise's establishment.	2011
	Provide adequate funding for labor inspections and inspector training.	2010, 2011
	Create mechanisms that enable consistent enforcement of child labor laws.	2011
	Reassign implementation authority for BLSA enforcement from the district magistrate to an active government agency.	2010, 2011
	Ensure that child victims of the worst forms of child labor are not treated as criminals.	2011
	Collect and publish enforcement data for child labor violations and criminal violation of child trafficking laws.	2010, 2011
Policies	Conduct sectoral surveys on areas with a high-incidence of child labor to increase the knowledge base in these areas and inform policy and program planning.	2009, 2010, 2011
	Amend the 2010 Labor Policy to include specific actions to be carried out, a timeline for implementation, and relevant ministries responsible.	2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Expand government programs to reach a larger number of bonded child laborers.	2009, 2010, 2011
	Expand education programs to provide free and compulsory education as assured in the Constitution.	2011
	Implement programs to raise awareness and provide assistance to children used by terrorist, extremist or other criminal groups to engage in armed conflict, drug trafficking, or other illegal activities.	2011
	Increase the size and scope of government programs to reach children working in the worst forms of child labor including work in domestic service.	2009, 2010, 2011

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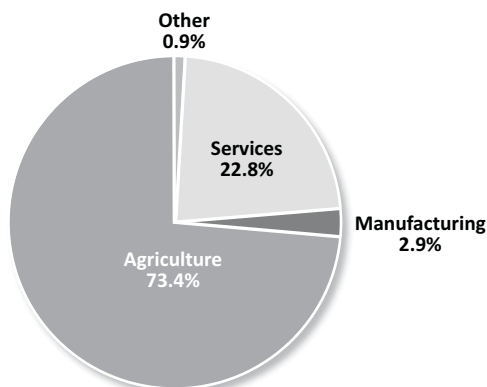
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In 2011, Panama made a minimal advancement in efforts to eliminate the worst forms of child labor. Although the laws against trafficking in persons were strengthened by clearly banning trafficking for forced labor, the Government reduced its funding for labor inspections by one-third and did not finalize a new National Action Plan for the Prevention and Elimination of Commercial Sexual Exploitation of Children and Adolescents. Gaps remain in legal prohibitions on some worst forms of child labor. In addition, children continue to engage in the worst forms of child labor, including in dangerous activities in agriculture and urban informal work.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	7.3 (47,963)
Attending School	5-14 yrs.	93.2
Combining Work and School	7-14 yrs.	7.6
Primary Completion Rate		96.9

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ETI Survey, 2008.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Panama, primarily in hazardous activities in agriculture and the urban informal sector.(3-5) These include children who cultivate coffee and melons and, to a lesser extent, sugarcane. Although limited, there is some evidence that the worst forms of child labor are also used in the production of corn, onions,



tomatoes, yucca, beans, rice, potatoes and bananas.(6-10) Children from indigenous communities frequently migrate with their families to work in agriculture.(10-12) Farm owners often pay wages according to the amount harvested, leading families to bring their children to work alongside them to harvest greater amounts.(11) Children working in these types of agriculture are often exposed to pesticides, carry heavy loads, and work in extreme weather conditions.(5, 6) Children are also engaged in work in the fishing sector, which may expose them to risks such as drowning.(8, 13)

In urban areas, children work on the streets selling goods, shining shoes, washing cars and assisting bus drivers by collecting fares. These activities often carry the risk of illness and injury, as they require carrying heavy loads, working long hours and being exposed to extreme weather and moving traffic.(8, 14-20) Limited evidence suggests that children are also scavenging the ocean for metal and items from boats that can be sold, an activity that may also expose them to drowning and injuries.(13, 19)

Many children, mostly girls of indigenous descent, work as domestic servants, and there are reports of abuse.(3, 15, 21-23) Some children are victims of commercial sexual exploitation, particularly in rural areas and in the city of Colon; limited evidence indicates that some girls are also trafficked for the purpose of commercial sexual exploitation.(24)

According to the Government of Panama, the rate of child labor among indigenous children between the ages of 5 to 17 is 25.5 percent.(15, 25) Children of indigenous descent face greater barriers to access education services; many must travel significant distances to reach school, increasing the risk that these children will enter the workforce rather than attend school.(21)

During the reporting period the Government of Panama, through the General Comptroller of the Republic and the National Institute of Statistics, published the results of the 2010 Survey on Child Labor.(3) According to the Survey, in Panama in 2010, there were 60,702 children and adolescents

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economically active or working, 7.1 percent of the population between ages 5 to 17.(3, 8, 25) The results also indicate that boys (10.3 percent) are more likely to work than girls (3.7 percent). The ILO has indicated that government policies may have contributed to a decline in the rate of child labor between 2008 and 2010.(26, 27)

Laws and Regulations on the Worst Forms of Child Labor

Panama's Constitution, Family Code, and Labor Code set the minimum age for employment at 14, and at 15 for children who have not completed primary school.(28-30) Similarly, the Law on Education establishes that children under age 15, the age to which education is compulsory, cannot work or participate in other activities that deprive them of their right to attend school regularly.(31)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Constitution allows children under the minimum age to work under conditions established by the laws.(28, 32) The Family Code and the Labor Code appear to allow for light work in agriculture starting at age 12, as long as it does not impede school attendance.(29, 30) The Labor Code states that minors ages 12 to 15 may be employed in agriculture if the work is outside regular schooling hours and limits work of minors under 16 to six hours per day and 36 hours per week.(30, 33) Similarly, the Family Code permits children between ages 12 and 14 to perform agricultural labor, as long as the work does not interfere with their schooling.(29, 30, 34) Neither provision defines the kind of light work that

children may perform in agriculture, as noted by the ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR) in 2006.(29, 30, 35)

Various laws and an executive decree govern dangerous work performed by children. The Family Code and the Labor Code prohibit children under age 18 from certain activities and types of hazardous work, including work in venues where alcohol is sold, in public transport, with electricity, with toxic substances and underground.(29, 30) Both the Labor Code and the Penal Code establish penalties for employing children in dangerous or illegal occupations.(30, 36) Panamanian law also criminalizes the use of children in certain activities involving illegal substances.(36) Executive Decree No. 19, of 2006, provides a list of the hazardous work for children, banned both by the Labor Code and by the Penal Code. The Decree clarifies the types of work considered unsafe for children under age 18, including work under water or on ships and work that involves exposure to pesticides or extreme weather conditions, using heavy equipment or dangerous tools, carrying heavy loads to transport goods or people, or recycling trash.(37) The Decree indicates that violations related to hazardous child labor will be sanctioned in accordance with existing laws, although it is unclear what penalties are applicable.(37, 38)

Panama has no laws that explicitly prohibit the use of forced or compulsory child labor, although Panama's Constitution, the Penal Code and Law 79 on Trafficking in Persons and Related Activities, afford related protections that can be used to sanction forced labor.(28, 36, 39-41) For example the Penal Code prohibits the sale of children and provides increased penalties if actions result in sexual exploitation, forced labor, or servitude of children; moreover, the Constitution states that no one can be deprived of their liberty.(28, 36) The Family Code guarantees children protection against being kidnapped, sold or trafficked for any purpose, but it does not include penalties.(29) It is not clear if these laws constitute comprehensive protection against forced child labor.

There are additional protections in the Panamanian Penal Code against the worst forms of child labor. The Penal Code prohibits soliciting and paying a minor for prostitution and benefiting from the proceeds of child prostitution.(36) Additionally, the Penal Code provides comprehensive prohibitions against child pornography, including its production, distribution, possession or promotion. Child sex tourism is also prohibited.(36) Trafficking of minors domestically and internationally for sexual purposes is punishable with prison and fines.(36, 42)

During the reporting period, the Government of Panama passed Law No. 79 on Trafficking in Persons and Related Activities, which includes, trafficking of adults and minors, forced prostitution, forced labor, prostitution, slavery and related activities. Articles 50, 51 and 53 correspond to the treatment and services minors are entitled to receive.(19, 41) Article 63 establishes a 15-to-20-year prison term for offenders, and a 20-to-30-year prison term if the victim is a minor.(19, 41) Additionally, Law 79 adds offenses involving trafficking in persons activities to the Penal Code.(19, 41) Panama does not have armed forces; therefore, there is no military conscription.

Institutional Mechanisms for Coordination and Enforcement

The Committee for the Eradication of Child Labor and the Protection of Adolescent Workers (CETIPPAT) coordinates various efforts to combat child labor, including the implementation of the country's National Plan for the Eradication of Child Labor and the Protection of Young Workers. CETIPPAT is led by the First Lady of Panama and comprises the Ministries of Labor (MITRADEL), Education, Health, and Agriculture, as well as representatives from civil society and workers' and employers' organizations.(43) In addition, the National Commission for the Prevention of Crimes of Sexual Exploitation (CONAPREDES) coordinates government efforts to combat the commercial sexual exploitation of children; it is led by the Office of the Attorney General. Members of the CONAPREDES include the Attorney General as well as the Ministries of Labor, Education, Social Development, and Health.(44)

The MITRADEL is charged with enforcing child labor laws. It established the National Bureau against Child Labor and for the Protection of Adolescent Workers (DIRETIPPAT), which is charged with overseeing child labor inspections; carrying out education programs for employers, parents and children on child labor; and implementing the National Plan for the Eradication of Child Labor and the Protection of Young Workers.(8, 45, 46) The MITRADEL employs 121 labor inspectors, 14 of whom are assigned to child labor issues. In Panama City, there are dedicated child labor inspectors; however, all labor inspectors are trained to look for evidence of child labor.(47, 48) In 2011, the MITRADEL decreased the amount of funding for child labor inspections from \$253,000 to \$170,000. During the reporting period, the MITRADEL carried out 2,710 labor inspections, during which 34 child labor violations were found.(47) Although DIRETIPPAT detected cases of irregularities during the reporting period, it issued only four penalties to employers who were found

employing minors.(47, 49) The reasons for the small number of penalties are not known.

Complaints related to child labor may be filed through hotlines run by the MITRADEL or the Ministry of Social Development (MIDES), in person at one of the MITRADEL offices or at social service centers run by MIDES throughout the country.(8, 14) The MITRADEL refers cases of children found in exploitative work in the informal sector to the Child and Adolescent Courts and the National Secretariat for Childhood, Adolescence, and Family (SENNIAF).(8)

The Department of Judicial Investigations within the Public Ministry is responsible for investigating trafficking cases and operated a unit dedicated to investigating trafficking in persons for sexual exploitation.(8, 14) CONAPREDES has three units within the section of Sexual Exploitation and conducts investigations. These units continued to receive training during the reporting period to carry out covert organized crime operations, but the turnover in personnel of these units results in a lack of permanently trained staff at CONAPREDES.(19)

During the reporting period, representatives from the Police of Childhood and Adolescence, SENNIAF, the Public Prosecutor's Office, the Institute of Legal Medicine, the Ministry of Health, and the Ministry of Education, joined the Panamanian Hotel Association (APATEL), the National Institute of Vocational Training and Training for Development, and the Tourism Authority, to organize nationwide trainings on commercial sexual exploitation and sex trafficking.(19) During the reporting period, there were 2 investigations for pimping and 20 investigations for child pornography. These investigations were pending as of the end of the reporting period.(47)

Government Policies on the Worst Forms of Child Labor

During the reporting period, the Government of Panama continued to implement the National Plan for the Eradication of Child Labor and the Protection of Young Workers (2007-2011).(50) The National Plan was administered through CETIPPAT; it includes raising awareness, strengthening national legislation, improving the quality of life of at-risk families, reintegrating child workers into the educational system and producing systems to monitor working children.(43) During the reporting period, CETIPPAT representatives consulted with various stakeholders such as institutions, private business, employers and civil organizations, to draft the new National Plan for the Eradication of Child Labor.(50) Currently the National Action Plan for the Prevention and Elimination of Sexual Commercial Exploitation of Children and Adolescents 2008-2010, continues to be

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implemented and is being analyzed by a consultant hired by UNICEF-Panama.(47) However, a new National Action Plan for the Prevention and Elimination of Commercial Sexual Exploitation of Children and Adolescents was not finalized.

Panama continued to implement the Roadmap towards the Elimination of Child Labor, which aims to achieve the goals of the National Plan to Eliminate the Worst Forms of Child Labor by 2015, and all child labor by 2020, by strengthening anti-poverty, health, and educational programs and policies.(51) During the reporting period, CONAPREDES reviewed the progress, difficulties, constraints and projections for programs under the Roadmap that are dedicated to eradicating child labor, in partnership with the Office of the First Lady.(19) The Government of Panama also carried out awareness-raising efforts and targeted the awareness-raising campaign towards indigenous groups as part of the World Day against Child Labor.(8)

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

In recent years, the Government of Panama has implemented social programs to combat poverty among the most vulnerable and to increase the access of children and families to basic and vocational education. A conditional cash transfer program, Network of Opportunities, provides cash transfers to families, conditioned on their participation in health and education services.(52) The 2010 Survey of Child Labor indicates that in the indigenous areas, there was a decrease in the percentage of children involved in hazardous work, and an increase in educational opportunities, which the Government of Panama attributes to the fact that a majority of households participate in the program.(25) The cash transfer program also offers training to beneficiaries to improve income-generation opportunities.(52)

The SENNIAF implemented programs to identify children engaged in the worst forms of child labor and commercial sexual exploitation, to remove them from exploitative situations and provide services to them. During 2011, the MITRADEL offered trainings on the topic of child labor and lessons learned to various stakeholders.(53) SENNIAF, along with the office of the First Lady, supported the signing of the tourism sector's first code on commercial sexual exploitation and trafficking.

The Government of Panama also provided shelter and other services; it funded NGOs specifically to assist child victims of commercial sexual exploitation and trafficking.(24) In addition, the Government continued to participate in a \$3 million Regional Project to Eradicate Child Labor in Latin America, funded by the Government of Spain.(54, 55)

During the reporting period, an initiative was launched to address child labor in the coffee sector by creating an alliance with 10 coffee plantations.(10, 56, 57) As part of the Ministry of Labor's program to prevent and eradicate child labor, the Ministry continued to grant scholarships to child laborers throughout the country to guarantee their access to education through the Institute for Training and Utilization of Human Resources.(9, 58) This scholarship has been offered to 1,200 children since its inception, and 259 were granted in 2011.(19, 59) The Government of Panama also signed an agreement with Telefónica Movistar to develop programs to address child and adolescent workers.(60)

Although the Government of Panama has implemented programs to address the commercial sexual exploitation of children, research found no evidence that it has carried out programs to assist children involved in domestic service, a sector in which indigenous children are more likely to be involved. In addition, government programs assisting children in urban informal work do not reach many of these children.

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

Areas	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish clear regulations for the conditions under which children between ages 12 and 14 may engage in light agricultural work, to ensure they are not exposed to hazardous labor.	2009, 2010, 2011
	Clarify what penalties apply for violations of Executive Decree No. 19.	2011
	Establish clear regulations that offer comprehensive protection against forced child labor	2011

Areas	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Make publicly available information on the number of inspections carried out and their results.	2010, 2011
	Take steps to address turnover in personnel so that CONAPREDES has permanently trained staff.	2011
Policies	Finalize the National Action Plan for the Prevention and Elimination of Commercial Sexual Exploitation of Children and Adolescents.	2011
Social Programs	Expand social programs addressing child labor in urban informal work.	2010, 2011
	Take special measures, through social and educational programming, to protect children of indigenous descent from labor abuses and labor law violations, with a particular focus on agriculture and domestic service.	2010, 2011

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In 2011, Papua New Guinea made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government introduced free and universal education and took initial steps to build institutional capacity by initiating a labor law review and completing a quantitative study on child labor. Despite these efforts, Papua New Guinea does not have a comprehensive list of hazardous occupations from which children are prohibited and the lack of compulsory education may increase the risk of children's involvement in the worst forms of child labor. In addition, the Government's only social protection program, TACKLE, was put on hold in 2010 and only recently resumed activities. Children in Papua New Guinea continue to engage in the worst forms of child labor, particularly in domestic service and commercial sexual exploitation.

Statistics on Working Children and Education

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

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Papua New Guinea are engaged in the worst forms of child labor, many of them in domestic service and some in commercial sexual exploitation.(3-6) Some of these children are held in indentured servitude in order to pay off family debts.(3, 6, 7) Children employed as domestics may work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(8)

The commercial sexual exploitation of children in Papua New Guinea, including forced prostitution, typically occurs in bars and nightclubs.(9, 10) There are reports that children are also exploited through the production of pornography and are trafficked both internally and from neighboring countries.(4, 9-11) In addition, there is some evidence to suggest that members of the Papua New Guinea police are responsible for committing acts of sexual violence against children.(12)



Children in Papua New Guinea also work in dangerous activities in agriculture.(5, 9, 11, 13, 14) These children may use dangerous tools, carry heavy loads and apply harmful pesticides.(14) Although evidence is limited, there is reason to believe that some of these children are working on tea and coffee farms.(9, 11, 13).

In urban areas, children work as street vendors.(5, 13) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(15)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act sets the minimum age for work and hazardous work at 16 years.(3, 5, 16) Although the Act states that children may not be engaged in employment in industrial undertakings, in the fishing industry or under circumstances that are injurious or likely to be injurious, there is no comprehensive list of hazardous work from which children are prohibited.(10, 16) Children ages 11 to 18 may work in family businesses by obtaining medical clearance, parental permission and a work permit.(3, 6, 16) A permit would not be issued for work considered harmful to the child's health or to their physical, mental or spiritual development. Children are prohibited from working between the hours of 6 p.m. and 6 a.m. unless they are between ages 16 and 17 and working for a family business.(9)

The Child Welfare Act prohibits street trading by children of any age between the hours of 8 p.m. and 6 a.m.(16)

The Lukautim Pikinini (Child) Act of 2009, a child protection and rights act, specifically addresses the harmful employment of children and prohibits employment that interferes with a child's education.(5, 17-19)

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	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	16
	Minimum Age for Hazardous Work	16
	Compulsory Education Age	No
	Free Public Education	Yes

The Constitution prohibits forced labor.(5, 20) The Criminal Code prohibits the use, procurement or offering of a child under 18 years for the production of pornography or for pornographic performances. The Criminal Code also forbids the abduction, kidnapping or procurement of girls younger than age 18 for sexual exploitation.(5, 10) In 2002, the Government amended the Criminal Code through the Sexual Offences and Crimes Against Children Act. The amendments include harsher penalties for the sexual assault and sexual exploitation of all children and specifically covers child prostitution.(21, 22)

Papua New Guinea does not have legislative provisions for offences committed against children for the purpose of labor exploitation; laws that explicitly forbid the sale and trafficking of children; or legal instruments that prohibit the use, procuring or offering of a child for the production and trafficking of drugs.(3, 4, 7, 10) However, the Department of Justice and Attorney General (DJAG), in partnership with the International Organization for Migration, continued to push draft anti-trafficking in persons legislation through parliament as part of a USDOS-funded project, Combating Trafficking in Persons in Papua New Guinea.(23) If the legislation is passed, it will criminalize smuggling and trafficking in persons, provide assistance and protection for victims, and augment penalties for smugglers and traffickers such as increased imprisonment for offenses that involve children under the age of 18 years. During the reporting period the draft anti-trafficking legislation was not passed.(7, 23) Funding for the Combating Trafficking in

Persons in Papua New Guinea Project is scheduled to conclude in September 2012.(23)

There is no compulsory military service in Papua New Guinea. The minimum age for voluntary military service is 18, or 16 with parental approval.(5, 24) Children ages 16 to 18 are permitted to engage in combat activities after the completion of 18 months of training, which does not include combat activities.(19)

In 2011, the Government of Papua New Guinea worked with partners to identify areas in the child labor law that need improvement and revision. The Government is currently identifying participants to conduct a formal review of the labor law.(25)

The Government also introduced free universal education in August 2011. The fee-free education begins at the elementary level and extends through grade 10, including subsidized school fees for grades 11 and 12 and for university and other tertiary colleges.(21) However, education is not compulsory, which makes children especially vulnerable to the worst forms of child labor, as they are not required to be in school and are not allowed to legally work until they are age 16.

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Papua New Guinea has established a coordinating mechanism to combat the worst forms of child labor. However, the Department of Labor and Industrial Relations is responsible for implementing and enforcing child labor laws, and the Office of the Director for Child Welfare in the Department of Community Development is responsible for enforcing the Lukautim Pikinini (Child) Act.(10, 19) The Government employs 55 labor inspectors who cover all 19 provinces in the country.(5) They are responsible for enforcing the country's labor laws, including child labor laws.(5, 19) Research did not uncover the number of inspections conducted or the number of violations discovered during the reporting period.

The Police Sexual Offenses Squad is responsible for enforcing laws against child commercial sexual exploitation and the use of children in illicit activities.(5) Data are unavailable on the number of investigations conducted during the reporting period. The ILO Committee of Experts has stated that authorities rarely enforce laws regarding prostitution.(4, 9, 26)

Both the ILO Committee of Experts and senior staff at the Department of Community Development have noted that enforcement is ineffective because of inadequate

resources.(10, 19) The responsible agencies lack personnel, particularly labor inspectors and police officers. Inadequate technical capacity and coordination among enforcement agencies constitute additional obstacles to effective enforcement.(5, 19)

Government Policies on the Worst Forms of Child Labor

The Government of Papua New Guinea completed a quantitative study on child labor in 2011.(27, 28) The report and corresponding statistics were not made publicly available in 2011; however, results of these data were reportedly used to form the basis for discussing and initiating a draft framework for a National Plan of Action for the Elimination of Child Labor.(27)

A report from 2009 states that the Government was working with NGOs to implement the National Action Plan against Commercial Sexual Exploitation of Children 2006-2011.(9, 29) Research could not confirm whether this policy was implemented in 2011.

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

The Government of Papua New Guinea continued to participate in a regional project funded by the European Commission called Tackling Child Labor through Education (TACKLE). With a 4-year budget of slightly over \$23 million, TACKLE aims to combat child labor in the Pacific region.(30) In Papua New Guinea, the project objective is to improve government capacity to implement and enforce child labor laws and policy, and to work with social partners and civil society towards these goals. The project was put on hold due to staffing issues beginning in November of 2010 and was placed under new supervision by the ILO during the reporting period.(5, 23) It is unclear how this change will impact the project's effectiveness or if the project has fully resumed activities.

Research found no evidence of any other programs to address the worst forms of child labor, especially in the commercial sexual exploitation of children.

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Papua New Guinea:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Adopt a comprehensive list of hazardous occupations and activities from which children are prohibited.	2009, 2010, 2011
	Expand the law to prohibit the abduction, kidnapping or procurement of children for the purpose of labor exploitation.	2011
	Enact the current proposed anti-trafficking legislation.	2011
	Establish a compulsory school age for all children that is equivalent to or greater than the minimum age for work.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Make enforcement data on the worst forms of child labor publicly available.	2009, 2010, 2011
	Provide inspectors with the authority, training and resources to enforce labor laws and other laws required to protect children from the worst forms of child labor, especially prostitution.	2009, 2010, 2011
Policies	Publish report and make data publicly available for the recently completed quantitative study on child labor.	2011
	Operationalize policies to eliminate the worst forms of child labor, especially the National Action Plan against Commercial Sexual Exploitation of Children 2006-2011 and the National Action Plan to Eliminate Child Labor.	2009, 2010, 2011

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Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Resume implementation of the TACKLE project.	2010, 2011
	Institute programs that address the worst forms of child labor, specifically in domestic service and commercial sexual exploitation.	2010, 2011

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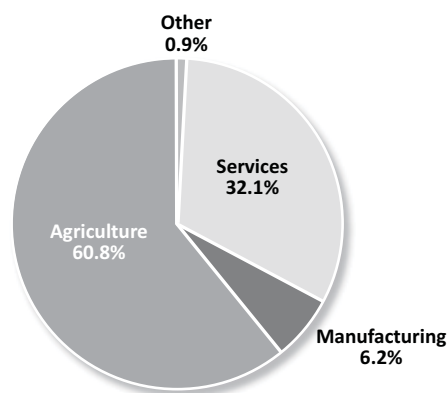
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In 2011, Paraguay made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government expanded a cash transfer initiative conditioned on removing children from exploitative work and adapted other social programs to reach more children involved in hazardous work. Despite this progress, current legislation does not specifically prohibit internal trafficking for forced labor and commercial sexual exploitation. Furthermore, there is a lack of sufficient resources to enforce labor laws in remote areas. Children continue to work in hazardous activities in agriculture and domestic service sectors, in which they may face a variety of occupational health and safety risks.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	15.3 (113,072)
Attending School	5-14 yrs.	90.3
Combining Work and School	10-14 yrs.	12.1
Primary Completion Rate		93.5

Working Children by Sector, ages 10-14



Sources:

Primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Paraguay, particularly in hazardous activities in agriculture.(3-5) Children, primarily boys and many of indigenous descent, work in hazardous activities in the



production of cotton.(6, 7) Children work in the worst forms of child labor in sugarcane.(8, 9) A 2011 quantitative study on child labor in the sugarcane sector in Paraguay estimated that children comprise over 25 percent of the sugarcane workforce, and about one out of four of those children suffered injuries, on average, twice a year while working.(8) The most common injuries entailed lacerations to the upper or lower extremities while cutting down or peeling the sharp outer leaves of the sugarcane, and other risks included carrying heavy loads and prolonged exposure to extreme heat, snakes and insects.(8) Although evidence is limited, children reportedly work in the worst forms of child labor in the production of soy, sesame, wheat, manioc, peanuts, beans and *stevia* (a plant-based sweetener).(6, 7) Children working in agriculture may use hazardous tools, carry heavy loads and apply harmful pesticides.(6, 8-10)

Children, primarily girls and many of indigenous descent, work as *criadas*, or child domestic servants, who often work long hours and may be subject to physical and sexual exploitation by their employer. Children also work as street vendors and in markets, and are vulnerable to severe weather, traffic accidents and crime.(4, 9, 11-13)

Children, primarily boys, also work in hazardous activities in the production of limestone and bricks, as well as in the manufacturing, construction, and transportation sectors, which may require them to carry heavy loads and expose them to vehicular accidents and toxic dust.(4, 6, 9, 10, 12, 14, 15) Although the evidence is limited, there are reports that children

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work in the production of charcoal, which may subject them to working long hours and carrying heavy loads.(10, 12)

Children in Paraguay are trafficked for commercial sexual exploitation and forced domestic service from rural to urban areas, including Asunción, Encarnación and Ciudad del Este. Through organized networks, Paraguayan children are trafficked from Paraguay to Santa Cruz and La Paz, Bolivia, for the purpose of commercial sexual exploitation.(16, 17) Limited evidence suggests that in the Chaco region, indigenous children work raising cattle, a potentially dangerous activity, and sometimes work under conditions of debt bondage.(4, 13, 18, 19) The production of child pornography is a problem in Paraguay.(20-22)

Laws and Regulations on the Worst Forms of Child Labor

The Child and Adolescent Code establishes the minimum age for work at 14, and light work is permitted for children between the ages of 12 and 14. The Government, however, has not yet adopted regulations governing the nature and conditions of the light work permitted for children between ages 12 and 14.(23, 24) The List of Work Endangering Children (Decree 4951) prohibits children under age 18 from working in 26 broad classifications of work including work with dangerous tools, toxic substances, cattle, prolonged exposure to extreme climactic conditions and work in public transport, public areas, mines and domestic service. The Labor Code establishes fines for employing children under age 18 in dangerous forms of work.(25, 26) However, research has not identified the specific legal provisions that stipulate penalties for violations of the List of Work Endangering Children or which ministries enforce Decree 4951.(24-26) Education is compulsory until the age of 15.(27)

The Penal Code prohibits commercial sexual exploitation of children and adolescents, including recruiting, facilitating and benefitting economically from child prostitution.(24, 28) It also prohibits child pornography, including its production, distribution and possession.(28) Both the Constitution and the Penal Code prohibit slavery, forced labor or analogous conditions. The Penal Code establishes penalties for forced labor.(28, 29)

The Penal Code has increased penalties for the international trafficking of a child.(20, 28, 30) However, current legislation does not specifically prohibit internal trafficking for forced labor and commercial sexual exploitation.(9, 31)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The law establishes the minimum age for conscription into the military at age 18.(32) The revised Penal Code prohibits the use of children in illicit activities.(9)

Institutional Mechanisms for Coordination and Enforcement

The National Council for Children and Adolescents (National Council) is the national coordinating body that establishes policies to protect children's rights and approves specific programs aimed at children and adolescents. The National Commission to Prevent and Eradicate the Exploitation of Children (CONAETTI) is responsible for developing and implementing child labor policies.(24, 33) It includes representatives from the Ministries of Justice and Labor (MJT), Health and Social Welfare, and Education and Culture; National Secretariat for Children and Adolescents, the Social Action Secretariat, the Women's Secretariat, and civil society are also represented.(33)

MJT is responsible for inspecting workplaces for child labor. It can issue fines against businesses found employing children in work prohibited by the Labor Code. Child laborers identified by inspections are referred to other agencies for educational and social services. MJT employs 43 labor inspectors in eight state-level branch offices, and they inspect for all types of labor violations, including child labor.(9) The number of inspectors nationwide increased by four from 2010 to 2011.(9) However, MJT did not have sufficient vehicles to enforce labor laws in remote areas.(9) MJT indicated that it conducted 1,544

labor inspections during its reporting cycle, which was from July 2010 to June 2011.(9, 34) Although inspectors did not target child labor, MJT inspections in 2011 found children working in two brick factories in Tobatí and in seven limestone quarries in the Department of Concepción.(9) During 2011, CONAETI trained inspectors, mediators and legal advisors on child labor regulations.(9)

The Public Ministry's Special Directorate to Fight the Trafficking of Persons and Commercial Sexual Exploitation of Children is responsible for enforcing criminal laws related to the worst forms of child labor.(33) It has a unit staffed by two specialized prosecutors who regularly receive high-quality training in human trafficking and sexual exploitation of children.(33) The Public Ministry also acts on referrals from the MJT and the National Secretariat for Children and Adolescents in dangerous cases of child labor and criminal law violations.(33) The National Police operates a unit that investigates cases of trafficking and the commercial sexual exploitation of children. The unit employs 33 staff members and operates in five cities.(33) In February 2011, the National Police established mandatory training on human trafficking.(20) Along with local prosecutors, the anti-trafficking unit at the Attorney General's Office investigates and prosecutes human trafficking cases.(20)

Prosecutors obtained convictions in four cases of commercial sexual exploitation of children between ages 14 and 16, resulting in prison terms between 2 and 4 years.(9) Four convictions for the distribution of child pornography were also obtained, resulting in prison terms between 3 and 4 years.(9) All of those who were convicted are currently serving time in prison.(9) Following an investigation led by Paraguay's chief human trafficking prosecutor, more than 2 dozen Paraguayan minors were rescued from brothels in Argentina in 2011.(9)

The Women's Secretariat and the National Secretariat for Children and Adolescents have offices dedicated to combating trafficking of children. The Women's Secretariat, the National Secretariat for Children and Adolescents, and the Public Ministry maintain hotlines to report cases of trafficking and the commercial sexual exploitation of children, and provide social services to trafficking victims upon receiving referrals from law enforcement agencies.(33, 35)

Government Policies on the Worst Forms of Child Labor

The Government of Paraguay's policy framework to address child labor is the National Plan for the Prevention and Eradication of Child Labor and Protection of Working Adolescents (2010 – 2015); it seeks to coordinate policies

to combat the worst forms of child labor, provide access to free and quality education to child laborers and livelihood alternatives for their families, raise awareness of child labor and improve enforcement of child labor laws.(36, 37) As part of the National Plan, an inter-institutional guide details a coordinated institutional response for assisting child laborers.(33) The Government also has a National Plan for the Prevention and Eradication of the Sexual Exploitation of Children and Adolescents to direct inter-institutional coordination.(38)

The National Plan for Development (2010-2020) includes goals for reducing child labor as part of broader efforts to reduce social exclusion and poverty.(39)

The Government of Paraguay and other MERCOSUR countries are carrying out the Southern Child (Niñ@ Sur) Initiative to defend the rights of children and adolescents in the region. The Initiative includes public campaigns against commercial sexual exploitation, trafficking, and child labor; mutual technical assistance in raising domestic legal frameworks to international standards on those issues; and the exchange of best practices related to victim protection and assistance.(40-42) During the reporting period, MERCOSUR member-countries met to discuss violence against children, child trafficking and commercial sexual exploitation of children.(42)

Paraguay's National Tourism Office is a member of the Joint Regional Group for the Americas. The Joint Regional Group, whose members also include Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Peru, Suriname, Uruguay and Venezuela, conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America.(43, 44) The Joint Regional Group met in April 2011 in Quito to discuss efforts and advances in combating child sex tourism.(45)

The National Secretariat for Children and Adolescents has an inter-institutional agreement with the National Bureau for Public Contracts to ensure that any goods or services procured by the government are not produced through child labor.(46)

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

The Government of Paraguay operated several programs to combat poverty, and to prevent or remove children in or at risk of the worst forms of child labor. One such program is the Embrace Program (*Programa Abrazo*), which assists children engaged in exploitative urban work by providing their families with cash transfers conditioned on children's school attendance and withdrawal from work.(47) The Program also operates

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14 centers in 11 cities in Paraguay, providing education and training, nutritional support and access to health services.(47) In 2011, the Program opened two new centers to assist families with children working in brick production in Tobatí and Encarnación.(9) Additionally, to commemorate World Day Against Child Labor in June 2011, the Embrace Program announced the expansion of its services to include children who work in domestic service, hazardous agricultural work, and garbage dumps.(48) As of December 2011, the Program had helped more than 5,200 children under age 14.(48)

A second program serves the Chaco region. It is also a cash transfer program conditioned on families' withdrawal of children from child labor and meeting education and health requirements; it helped 700 families and approximately 1,300 children younger than age 14.(49)

The Government also operates the *Tekoporã* Program, which provides conditional cash transfers to families in moderate to extreme poverty. Its primary objective is to increase school attendance among poor children.(9, 33) In 2011, the Government began to link the *Tekoporã* Program and the Embrace Program to more effectively assist working children.(12) However, these efforts only reach a small portion of children affected by the worst forms of child labor.

During August and December 2011, data on child labor were collected for the National Child Labor Survey in order to better understand the country's current child labor situation.(9, 50-52)

Education programs also addressed child labor issues. As examples, the Ministry of Education and Culture has modified its student enrollment form to capture statistics on the working

status of children, and it has implemented teacher trainings on child labor issues.(15, 33)

During the reporting period, the Government participated in a 4-year, USDOL-funded \$6.75 million regional project to promote collaboration across four countries (Bolivia, Brazil, Ecuador and Paraguay) to combat the worst forms of child labor among the most socially excluded populations, including children of indigenous and Afro-descent.(53, 54) The project, which began in 2009, aims to rescue 6,600 children from the worst forms of child labor through education interventions in the four countries. The project also conducts capacity building of government and civil society organizations, raising awareness and conducting research.(18) The project supports programs to reduce child labor in garbage dumps in Encarnación and brick factories in Tobatí through the provision of educational opportunities.(55)

The Government also participated in donor-funded initiatives and worked with local NGOs to combat child trafficking.(9) The Government worked with the IDB on a \$1.2 million regional project to combat the trafficking and sexual exploitation of children in municipalities of Argentina, Brazil, Paraguay and Uruguay and aims to strengthen local organizations and governments that work in prevention, detection and victim assistance.(56) The Government also provided some funding to NGOs to assist trafficking victims in Asunción and Ciudad del Este, which furnish short-term legal, medical and psychological services.(9)

The Government of Paraguay has initiated a range of programs to combat child labor and its causes. However, additional programs are needed to reach the magnitude of children working in agriculture and domestic service.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Adopt regulations governing the nature and conditions of the light work permitted for children between ages 12 and 14.	2009, 2011
	Revise the Penal Code to prohibit trafficking in persons within the national territory.	2009, 2010, 2011
	Create and publicize the legislation that establishes sanctions for violations of the Decree 4951, the List of Work Endangering Children.	2010, 2011
Coordination and Enforcement	Increase personnel and vehicles available to the Ministry of Justice to conduct child labor inspections.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Further expand the <i>Tekoporã</i> and Embrace Programs to provide assistance to more families and children affected by the worst forms of child labor.	2010, 2011
	Create and further expand social programs to reach children working in domestic service and agriculture.	2009, 2010, 2011

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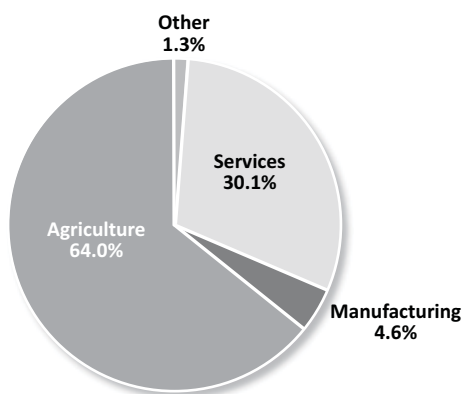
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In 2011, Peru made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor established new guidelines requiring labor inspectors to address child labor during all routine inspections and increasing the maximum allowable penalty for employers engaging minors in the worst forms of child labor. In addition, joint government-civil society committees in regions with high levels of child labor began carrying out training, awareness raising and enforcement operations on child labor issues. Despite these efforts, existing programs to assist children working in the worst forms of child labor reach only a fraction of working children and are insufficient given the scope of the problem. Likewise, the Government's National Plan for the Prevention and Eradication of Child Labor expired in 2010, and has not been updated. The worst forms of child labor remain prevalent in many sectors, especially in hazardous activities in agriculture and urban informal work.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	38.5 (2,392,997)
Attending School	5-14 yrs.	97.0
Combining Work and School	6-14 yrs.	40.5
Primary Completion Rate		101.9

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Trabajo Infantil (ETI) (SIMPOC) Survey, 2007.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Peru, primarily in hazardous activities in agriculture and urban informal work.(3, 4) In agriculture, for example, children reportedly produce cotton, rice, coffee and sugarcane, which often exposes them to harmful pesticides and extreme weather.(5) Children also cultivate coca, often working long hours and facing exposure to dangerous chemicals.(6) Children work in gold mines where they carry heavy loads and work in poorly ventilated, unsafe conditions.(7-9) Children, principally boys, also work in fishing, during which they are susceptible to risks such as drowning.(10-12) In urban areas, children produce bricks and fireworks, which may cause them to be harmed by dangerous chemicals, extreme heat, and carrying heavy loads.(13-15) Children also work as street vendors, street performers, beggars, bus assistants, shoe shiners, car washers and scavengers in garbage dumps.(7, 16, 17) These types of urban informal activities can expose them to toxic substances, heavy traffic and high physical exertion.(17) Children, mainly girls, work in domestic service in both rural and urban areas, and are vulnerable to physical and sexual abuse.(7, 18)

Some children, especially girls from the poorest areas of Peru, are trafficked into commercial sexual exploitation and domestic

service through false offers of employment or promises of education. Child sex tourism is a problem in Cuzco, the Peruvian Amazon and Lima.(8, 19, 20)

Girls who work in the mining industry are often sexually exploited.(21) In addition, limited evidence suggests that forced child labor is a problem in informal gold mines.(8, 19) Drug traffickers and the narco-terrorist group Shining Path are reported to use children to grow food crops and coca, as well as to transport drugs and precursor chemicals.(19, 22) There are credible reports that Shining Path uses child soldiers in the Apurimac-Ene River Valley.(19, 22)

Laws and Regulations on the Worst Forms of Child Labor

The Child and Adolescent Code sets the general minimum age for employment at 14 and places some restrictions on the ability of children ages 14 and above to work legally. For employment in nonindustrial agricultural work, the minimum age is 15; for work in the industrial, commercial, and surface mining sectors, the age is 16; and for work in the industrial fishing sector, the age is 17.(23) The age until which education is compulsory in Peru is 17.(22)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	17
	Free Public Education	Yes

The Child and Adolescent Code prohibits night work for children under age 15 and requires children under age 18 to receive a permit from the Ministry of Labor or the municipality in order to work.(24) The Government of Peru has in place a List of Hazardous Occupations for Children under age 18, which prohibits minors from working in 29 types of dangerous

activities and allows for updates to the list as necessary. These dangerous activities include domestic work in third-party homes, work in fireworks production, public transportation, garbage dumps and manufacturing.(22, 24, 25) The list also prohibits minors from engaging in dangerous activities in fishing, mining and agriculture, such as carrying heavy loads, working underwater or underground, and handling pesticides or sharp tools.(25)

Peru's Constitution and other legislation prohibit all forms of compulsory labor, including forced labor, debt bondage and servitude.(26, 27) Peru's Penal Code prohibits the prostitution of children, including selling, recruiting, using and benefiting economically from the crime. The Penal Code also prohibits child pornography, including its production, sale, use and possession.(28) The Law against Trafficking in Persons and Illegal Migrant Smuggling prohibits all forms of trafficking in persons; penalties increase significantly for child trafficking.(29) The Military Service Law sets the minimum age at 18 and prohibits forced recruitment into the armed services or any defense or armed groups.(30, 31) Peru's Decree No. 22095 prohibits the recruitment of children for the production, sale and trafficking of illicit drugs.(32)

Institutional Mechanisms for Coordination and Enforcement

The Government of Peru operates a National Commission for the Prevention and Eradication of Child Labor (CPETI), which is led by the Ministry of Labor (MOL) and meets once a month to coordinate government actions against child labor. Members of CPETI include the Ministry of Education, the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of the Interior, and the Ministry of Health, among others.(22, 33)

The MOL and the National Police enforce laws regarding child labor and child exploitation. Nationally, the MOL employs 385 inspectors, of which 70 specialize in fundamental rights, which includes child labor.(34) Some regional governments employ additional labor inspectors.(35) During the reporting period, the MOL enacted General Directive 001-2011-MTPE/2/16, requiring inspectors to address possible child labor violations during routine inspections.(36) The MOL coordinated with municipal-level child protection offices, the Public Ministry, and the Ministry of Women and Vulnerable Populations to document complaints of violations of child labor laws during the year; it referred cases to relevant social protection and legal services.(34, 36) During the reporting period, inspectors were trained on fundamental labor rights, including child labor.(36) In general, inspectors in Peru lack sufficient resources, such as transportation and fuel, to effectively carry out inspections.(36)

During the reporting period, the MOL carried out 1,048 inspections involving child labor, resulting in 48 businesses being sanctioned for hiring a total of 64 minors illegally or without authorization.(36) Fines imposed on the businesses totaled approximately \$50,000, although information on whether the fines were collected was unavailable. Businesses sanctioned were mainly in the mining, agriculture, fishing and commerce sectors.(36)

During the reporting period, the national police's Family, Citizen Participation and Security Division conducted over 80 operations targeting child exploitation, during which they found at least 850 children subjected to forced labor. Thirty people were detained in the raids for forcing minors to work as street beggars, peddlers and thieves.(36, 37)

The Government of Peru also operates the National Commission Against Forced Labor, led by the MOL, and the Multi-Sectoral Committee Against Trafficking in Persons, led by the Ministry of Interior, which coordinate government efforts to combat forced labor and trafficking in persons, respectively. In practice, there has been a lack of coordination and information-sharing between the Commission and Committee.(22)

The Trafficking Investigation Unit of the Peruvian National Police investigates cases of trafficking in persons and the commercial sexual exploitation of children. During the reporting period, the police registered 199 cases of trafficking in persons in Peru; of these cases, 158 were reported in the regions of Lima, Cuzco, Madre de Dios and Loreto. The number of children involved in these investigations and the resulting convictions or penalties stemming from the investigations is unknown.(20, 36) During the reporting period, the MOL trained over 700 service providers and government authorities on preventing the sexual exploitation of children.(36) The Government of Peru maintains a hotline to receive reports of trafficking in persons.(19)

Government Policies on the Worst Forms of Child Labor

In 2005, the Government of Peru approved the 2006-2010 National Plan for the Prevention and Eradication of Child Labor, which was overseen by the CPETI.(38) The 2006-2010 National Plan identified the worst forms of child labor that occur in Peru and focused on three strategic goals: preventing and eradicating child labor among children under age 14, preventing and eradicating the worst forms of child labor among children under age 18, and protecting the well-being of adolescent workers between ages 14 and 18.(38) The CPETI is currently evaluating the progress made under the 2006-2010 National Plan and has begun drafting a new plan.(36)

The CPETI is in the process of decentralizing; it has established regional-level commissions in 23 of the 25 regions in Peru. However, not all of the regional commissions have plans of action against child labor in place and they are often not funded.(22, 36) During the reporting period, regional commissions in Cusco, La Libertad, Puno, Amazonas, and Cajamarca conducted training, awareness raising, and enforcement operations on child labor issues.(36)

During the reporting period, Supreme Decree 004-2011-TR was enacted, modifying the General Law of Labor Inspection to increase the maximum allowed fine applied to businesses that employ children in the worst forms of child labor. The fine was increased to approximately \$54,000.(39, 40) In October 2011, the Congress enacted the law that created the Ministry for Development and Social Inclusion (MIDIS).(20) Beginning in 2012, MIDIS will oversee Peru's child welfare, social development, and cash transfer programs that will likely impact efforts to combat child labor.(36, 41, 42) In 2008, the Ministry of Education adopted Policy Directive 0086-2008-ED, which sets standards for tutoring activities in public schools. This directive includes a goal of combating child labor, especially the worst forms.(43)

Peru is a member of the Joint Regional Group for the Americas, which conducts child labor prevention and awareness-raising campaigns in tourism and whose members include Bolivia, Brazil, Chile, Colombia, Ecuador, Suriname, Uruguay, and Venezuela.(44)

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

The MOL operates the Peru Works Program, formerly the Building Peru Program, which offers temporary work and technical training to low-income households and requires beneficiaries to commit to withdrawing their children from child labor.(45) During 2011, the Program's budget totaled \$43 million.(46)

The Government of Peru implemented national anti-poverty and employment training programs. The Government's Together Program provides cash transfers to the poorest and most vulnerable households in 14 of the country's 25 departments, and in 2011 had an annual budget of \$193 million.(47-49) The Together Program reaches a total of more than 470,000 households and over 1 million children in rural areas of Peru, and it conditions transfers on beneficiaries' participation in health and education services.(47, 49) The Go Peru Program, formerly the Revalue Peru Program, addressed unemployment resulting from the economic crisis by providing job training to young persons during the

reporting period.(50-52) In addition, the MOL runs the Youth to Work Program, formerly the Pro-Youth Program, that provides vocational instruction and on-the-job training to children and youth between ages 15 and 29 from low-income households.(53, 54) Whether these programs have an impact on child labor does not appear to have been evaluated.

The Government of Peru also participates in donor-funded efforts to combat child labor. At the end of 2011, USDOL funded a 4-year project to combat child labor in rural areas, especially among children working in agriculture, in the regions of Pasco, Junín and Huancavelica. The project uses education programs and livelihood support to assist working children and their families.(16) The Government also participates in a 4-year regional project to eradicate child labor in Latin America, funded by the Government of Spain.(55)

Furthermore, the Government of Peru implements the Street Educators Program to assist children engaged in begging and street work, and children who have been sexually exploited. The Program connects working children and their families to educational and social services with the goal of withdrawing them from exploitative work and improving family welfare.(36, 56)

Although some programs target the worst forms of child labor in urban areas, they reach only a fraction of these children. Existing initiatives to combat child labor in agriculture are insufficient, given the scope of the problem. Research has found no evidence of specific programs to assist children working in mining and domestic work.

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

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Allocate sufficient resources to the Ministry of Labor and regional governments to carry out child labor inspections.	2009, 2010, 2011
	Make publicly available the number of investigations involving child trafficking and commercial sexual exploitation of children, as well as the resulting penalties imposed.	2010, 2011
Policies	Enact a new National Plan for the Prevention and Eradication of Child Labor.	2011
	Install regional commissions for the prevention and eradication of child labor in all regions, mandate regional plans of action against child labor, and allocate sufficient funding to implement them.	2010, 2011
Social Programs	Initiate social programs to address child labor in mining and domestic service.	2009, 2010, 2011
	Expand social programs that reach children working in hazardous occupations in agriculture, the urban informal sector, and commercial sexual exploitation.	2009, 2010, 2011
	Assess the impact of the cash transfer program and the employment training programs on children's school attendance and participation in child labor.	2009, 2010, 2011

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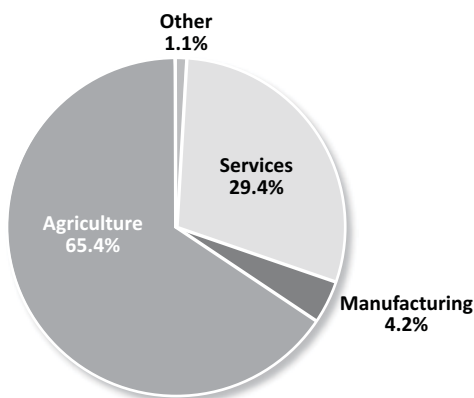
Philippines

In 2011, the Philippines made a moderate advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government committed higher levels of funding to enforce labor laws, combat trafficking and implement programs to improve the livelihoods of families. The Government also mainstreamed child labor into broad development policies and issued a memorandum instructing provinces, cities and towns to integrate initiatives to reduce child labor in local development plans. However, the legislature has not passed the Domestic Workers Bill, which aims to provide child domestic workers with greater protections. Furthermore, a gap between minimum age for work and compulsory education laws leaves children ages 12 through 14 particularly vulnerable to the worst forms of child labor. Children continue to be involved in the worst forms of child labor, particularly in hazardous activities in agriculture and in domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	11.0 (2,180,565)
Attending School	5-14 yrs.	87.6
Combining Work and School	7-14 yrs.	11.3
Primary Completion Rate		91.6

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2001.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in the Philippines are engaged in the worst forms of child labor, including hazardous activities in agriculture and in domestic service.(3-5) Children work primarily in the production of sugarcane, as well as in coconuts, corn, rice, rubber, tobacco, bananas and other fruits and vegetables.(3, 4, 6) Many children in these types of agriculture work long hours in extreme weather, use dangerous machinery and tools, carry heavy loads and apply harmful pesticides.(4, 7)

Children are commonly employed as domestic servants or *kasambahays*.(3, 4, 8, 9) Many child domestics work long hours, and their isolation in homes makes them susceptible to sexual harassment, verbal and physical abuse.(4, 7-10) Child domestic servants are often denied access to education.(5, 9, 10) Domestic workers are sometimes subjected to nonpayment or garnishing of wages or conditions of forced labor.(7, 8, 10)

Children are also involved in mining and quarrying, including compressor mining to extract gold, which requires them to dive into pools of mud with an oxygen tube.(3, 4, 7, 11) Mining

requires children to carry heavy loads; use dangerous tools and machinery; and gold mining exposes the children to mercury, acid and cyanide.(4, 7)

Deep-sea fishing is another dangerous occupation in which children work.(3, 4, 12, 13) Dangers may include drowning or entanglement in fishing nets.(4, 12, 13)

Children manufacture fireworks, a hazardous activity that exposes them to explosives and flammable substances.(3, 4, 14, 15) In addition, boys and girls work in factory and home-based manufacturing industries such as production of rope or fashion accessories that may involve hazardous activities.(3, 4, 16)

Children are found working on the streets, including in scavenging and begging.(3, 4, 16) They are exposed to multiple dangers including severe weather, traffic accidents and crime. (17) Children also work as scavengers in dumpsites where they sort garbage and risk exposure to sharp objects, toxic substances, fumes and bacteria.(3, 4, 7, 15)

Children's exploitation in the prostitution, pornography and sex tourism industries is a significant problem.(4, 15, 18) In addition, children, primarily girls, are trafficked domestically from rural to urban areas for forced domestic service and commercial sexual exploitation.(15, 18) Limited evidence also suggests that children, particularly girls, are trafficked from the Philippines internationally throughout Asia and the Middle East for forced labor.(18)

Although evidence is limited, children are also known to be involved in other illicit activities such as the trafficking of drugs.(16)

There are no reports of children in the government armed forces in the Philippines, but child soldiering is a problem among anti-government and terrorist organizations.(9, 15, 19, 20) The Moro Islamic Liberation Front and the New People's Army have indicated their willingness to stop the recruitment and use of children as soldiers, but the current status of children in their ranks is unclear.(9, 15, 18-21) The Abu Sayyaf Group, a terrorist organization, continues to recruit and use children.(15, 18-21)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for work at 15 and the minimum age for hazardous work at 18.(22)

The Act Providing for the Elimination of the Worst Forms of Child Labor and Affording Stronger Protection for the

Working Child, Republic Act No. 9231, mandates that the Government protect and remove children from the worst forms of child labor, including forced labor, child trafficking, prostitution, pornography and the use of a child for illicit activities.(23) It defines and prohibits worst forms of child labor, bars children from using dangerous machinery or tools, transporting heavy loads, working underground or underwater, handling explosives or being exposed to unsafe substances; it prescribes stringent penalties for violations.(23)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	11
	Free Public Education	Yes

Currently, child domestic labor is not explicitly addressed in Republic Act No. 9231. The Senate passed the Domestic Workers Bill, originally introduced in 1996, in 2010, but it remains stalled in the House.(8, 10, 13, 14, 24, 25) The pending Bill would set a minimum age for employment in domestic work, require domestic workers to provide a birth certificate as a prerequisite for being hired, mandate that household workers have a written employment contract and classify domestic workers as employees with workers' rights. This Bill would also make it illegal for employers to withhold wages or for workers to be bonded by debt; it includes contract provisions for compensation and annual salary increases, working hours and days of rest, and living arrangements.(10, 25) However, this Bill has not yet been enacted, which appears to leave children in domestic service without a basic minimum age and hazardous work protections. The Labor Code mandates that child domestic workers under age 18 be provided elementary education, which rarely happens in practice.(5, 9, 22)

The Anti-Child Pornography Act, Republic Act No. 9775, protects children against exploitation in pornography and establishes strict penalties for persons responsible for the production, distribution and publication of child pornography.(26) The Anti-Trafficking in Persons Act, Republic Act No. 9208, prohibits trafficking in persons, including the recruitment, transfer or harboring of children for prostitution, pornography or forced labor.(18, 27) The Act stipulates strict penalties for those convicted of trafficking of children. The Comprehensive Dangerous Drugs Act, Republic Act No. 9165, prohibits the use of children in the production and trafficking of drugs.(28)

Military recruitment is voluntary at age 17 for training, and age 18 for service.(20) The recruitment, transport or use of children under age 18 in armed conflict, including as guards, couriers or spies, is prohibited in the Special Protection of Children Against Abuse, Exploitation and Discrimination Act, Republic Act No. 7610; the Providing for the Elimination of the Worst Forms of Child Labor Act; and the Anti-Trafficking in Persons Act.(20, 23, 27, 29)

Education is free for children ages 6 to 15; however, school attendance is compulsory only at the primary level, from ages 6 to 11.(14, 15, 30, 31) Children ages 12 to 14 are particularly vulnerable to the worst forms of child labor, as they are not required to be in school and are not legally permitted to work. Despite a policy of free education, many children do not attend school, as the costs of books, uniforms, meals and transportation are prohibitive for many families.(3, 4, 32) In addition, distant school locations are often not accessible for rural students, especially at the secondary school level.(32, 33)

Institutional Mechanisms for Coordination and Enforcement

The National Child Labor Committee (NCLC), headed by the Department of Labor and Employment (DOLE) and comprising 15 other agencies, coordinates national efforts to combat child labor.(14) The NCLC is intended to promote information sharing at the national level; this coordinating mechanism has been replicated at the regional and provincial levels. In 2011, the NCLC was expanded to include the National Statistics Office (NSO), the Department of Agriculture and the National Youth Commission.(34) NCLC subcommittees on issues such as child labor knowledge sharing and improving access to services also expanded their membership to include 20 new NGO and government agencies.(34) The NCLC established the Program Management Coordinating Committee to improve coordination of the

subcommittees and monitoring of the Philippines Program against Child Labor (PPACL) Strategy and Action Plan.(34)

DOLE is the primary government agency responsible for enforcing child labor laws.(14) In 2011, DOLE employed 254 labor inspectors nationwide, an increase of 35 from 2010, to enforce the Labor Code, including child labor laws.(14, 35) DOLE regularly trains inspectors and regional personnel on child labor laws.(14) DOLE, with support from UNICEF, developed a Manual on the Conduct of Inspection, Rescue and Enforcement Proceedings in Child Labor Cases, and conducted trainings for 84 DOLE inspectors and other staff during the year.(34) The Government of the Philippines increased the budget for DOLE labor inspections by 15 percent in 2011; however, the Government acknowledged that the budget is still not sufficient to inspect targeted establishments. Research did not conclude whether the increased 2011 funding was allocated for enforcement of child labor laws.(14)

In 2011, DOLE inspected 30,727 of an estimated total 800,000 establishments nationwide, a 10 percent increase from 2010.(14) The DOLE inspection strategy focused on compliance with core labor standards in businesses with 10 to 199 employees, and in specific sectors such as security firms, restaurants, manufacturing enterprises and cooperatives.(14, 36, 37) However, it is not known whether this targeting is focused in sectors and establishments with high rates of child labor. Through the 30,727 workplace inspections in 2011, DOLE identified only 53 children below the legal working age, all found to be working in non-hazardous conditions.(14) It is unknown why only 53 children were found throughout this high number of inspections. The Government of the Philippines did not resolve any pending child labor cases, nor did it make any new child labor convictions in 2011.(14)

DOLE also leads a regional mechanism for detecting, monitoring and reporting children working in abusive and dangerous situations through the *Sagip Batang Manggagawa* Rescue the Child Laborers (SBM) Quick Action Teams.(14) SBM is composed of government agencies and law enforcement, local governments, the business community, unions and NGOs.(14) SBM responds to reports of possible instances of child labor in the formal and nonformal sectors, and coordinates a response among the relevant agencies for each case, referring children to the Department of Social Welfare and Development (DSWD) for rehabilitation and reintegration.(14) In 2011, SBM rescued 125 child laborers across nine regions, most from commercial sexual exploitation.(14, 34)

DSWD regional offices also coordinate Special Action Units to conduct rescue operations for child laborers, with social workers to manage the ongoing cases of victims.(14) In 2011, DSWD Special Action Units assisted 83 minors, mostly female, found working in mines, quarries, sugarcane plantations and as domestic workers, and referred these cases to DOLE.(14, 38) In addition, DSWD assisted 341 child trafficking victims referred by other agencies.(14)

The Inter-Agency Council Against Trafficking (IACAT) coordinates, monitors and oversees ongoing implementation of efforts to combat child trafficking. IACAT is chaired by the Department of Justice (DOJ) and co-chaired by DSWD; it comprises relevant government agencies and NGOs.(14) The Government of the Philippines provided IACAT with a budget of \$1.56 million in 2011,(14) a significant increase in resources to combat trafficking.

The National Anti-Trafficking Task Force, through IACAT and DOJ, serves as a mechanism for collaboration between the police and prosecutors, as well as social service providers, to develop stronger cases against traffickers.(14) In March 2011, IACAT launched a national trafficking hotline to provide immediate response or aid to emergency calls or refer cases to appropriate government agencies or NGO partners.(14) Between March and December 2011, four child trafficking victims were identified through the hotline.(14)

In 2011, DOLE issued an administrative order to create a steering committee to serve as an advisory body on policies and programs to prevent labor trafficking.(14) Details on the activities of the committee are not yet available.

The Philippine National Police (PNP) and the National Bureau of Investigation (NBI) are the principal law enforcement agencies for child trafficking and commercial sexual exploitation.(14) DOJ is responsible for the prosecution of child trafficking cases.(14) PNP's Women and Children's Protection Center (WCPC) leads the enforcement of child trafficking and CSEC laws, and employs 3,038 personnel nationwide.(14) WCPC also maintained a 24-hour hotline to report trafficking cases.(14) During the reporting period, the Government of the Philippines conducted numerous trainings for government personnel, the police, social workers and NGOs, to raise awareness and improve the capacity to investigate and prosecute trafficking cases.(14)

In 2011, PNP investigated 82 cases of child trafficking, which involved 190 children.(14) NBI investigated 259 new trafficking cases in 2011; however, NBI does not disaggregate

data by age groups, so it is not known how many of those cases involved minors.(14) In addition, it is unclear whether any of the same cases were counted by both agencies. During the year, the Government of the Philippines attained convictions in 10 cases involving child trafficking victims, all with sufficient jail sentences as required by law.(14) Reports also indicate that the Government, through interagency cooperation, conducted investigations and shut down six establishments found to be in violation of CSEC laws.(14, 34, 39)

Government Policies on the Worst Forms of Child Labor

The goal of reducing exploitative child labor was mainstreamed into the new Medium-Term Philippine Development Plan (2011-2016) and the Labor and Employment Plan (2011-2016). Child labor is also included in the following national development agendas: Millennium Development Goals (2000-2015), Education for All National Plan (2004-2015), Basic Education Reform Agenda and United Nations Development Assistance Framework Workplan (2011).(14, 31, 34, 35)

In addition, the Government of the Philippines has two primary policy instruments to prevent and eliminate child labor. The Philippines National Strategic Framework for Plan Development for Children, 2000-2025, also known as "Child 21," sets out broad goals to achieve improved quality of life for Filipino children by 2025.(14, 40) The tripartite PPACL Strategic Framework 2007-2015 lays out the blueprint for reducing the incidence of child labor by 75 percent by 2015.(14, 41) To achieve this goal, PPACL identifies five strategic approaches to prevent, protect and reintegrate children from the worst forms of child labor.(41, 42) To translate this strategic framework into action, the Implementation Plan (2011-2012) identifies concrete objectives such as improving the access of children and their families to appropriate services to further prevent incidence of child labor and the reintegration of former child laborers.(14, 43)

In 2011, in support of the PPACL, the Secretary of the Department of the Interior and Local Government released Memorandum Circular No. 2011-133 directing all provinces, cities and towns to integrate the initiatives to reduce child labor in local development plans.(44, 45)

The National Strategic Action Plan Against Trafficking in Persons (2011-2015), launched in December, contains specific provisions on the prevention of trafficking of children.(14)

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

The Government of the Philippines implements programs to improve the livelihoods of vulnerable families and children, and to reduce child labor. While these programs are not designed to address child labor directly, they may help to reduce the worst forms of child labor by alleviating household poverty or barriers to education. Through the *Pantawid Pamilyang Pilipino* Program, DSWD provides cash transfers to households, conditional upon their children's achievement of a monthly school attendance rate of at least 85 percent and regular medical checkups and immunizations.(14, 46) In 2011, cash transfers valued at \$301.7 million were awarded to 2.31 million households, including education grants to 4.2 million children, doubling the number of recipients in 2010.(14) Although a 2010 assessment of the Program demonstrated an increase in school enrollment and attendance among beneficiaries, results also showed that child labor persisted among beneficiaries.(14)

The Department of Education's Alternative Learning System (ALS) Program offers nonformal education to out-of-school children, including child laborers, and offers them opportunities to attain education equivalency.(13) However, with limited resources, representing less than 1 percent of the Department of Education budget, and only one teacher for every 24 communities, ALS is unable to reach many out-of-school youth.(32, 34) While 77 percent of ALS students complete the coursework, of those students who take the Accreditation and Equivalency Exam only 22 percent of students pass at the elementary level, and 26 percent pass at the secondary level.(32) While succeeding at the education equivalency exam has been difficult for many child laborers, this Program may serve as a path to gain access to formal institutions, such as those that provide higher education, vocational training or workforce development.

DOLE's Youth Education-Youth Employability (YE-YE) Program, implemented in cooperation with private enterprises, provides disadvantaged youth ages 15 to 24 with the resources to pursue post-secondary education through either academic or vocational courses and formal workplace experience.(34, 47, 48) The Program was expanded in 2011, through an agreement with the Jollibee Foods Corporation. During the year, 13,758 participants enrolled in the YE-YE Program through 491 schools, including out-of-school youth, former child laborers and youth from low-income families.(34) Five hundred students graduated from the post-secondary education course and 147 were hired through their workplace placements.(34)

DOLE, with the National Tripartite Council in the Sugar Industry, implements the sugar industry Social Amelioration Program (SAP), which provides a cash bonus to sugar workers and funds social protection, livelihood and education programs for sugar workers and their families through a levy imposed on refined sugar.(49, 50) In 2011, more than 26,000 adult sugar workers received support for livelihood projects.(34) As part of the SAP, DOLE's Integrated Services for Migratory Sugar Workers Program (I-SERVE SACADAS) began at the end of 2010 to improve the livelihoods of migrant sugar workers and their families, and to increase their income.(14, 50) In 2011, the I-SERVE Program provided assistance valued at \$145,000 to 875 adult sugar workers in Aklan, Negros Occidental, Negros Oriental, Antique and Camarines Sur, to implement livelihood projects such as raising livestock, vegetable gardening or food processing.(14, 34) The question of whether the livelihood programs implemented under SAP have had an impact on child labor in the sugar sector or among the families of sugar workers does not appear to have been addressed.

Under the PPAACL, the Government of the Philippines is implementing a number of programs designed to specifically reduce child labor, including the DOLE Child Labor Prevention and Elimination Program (CLPEP). DOLE instructed regional offices to implement CLPEP activities, including identifying and providing services to child laborers and their families and activating child labor committees, Barangay Councils for the Protection of Children and SBMs.(34) DOLE regional offices allocated at least five percent of their Workers Income Augmentation Program (WINAP) funds, approximately \$295,000 in total, for implementation of CLPEP activities.(14, 34, 39) WINAP improves the livelihoods of workers through training and material support for income-generation activities.(51) DOLE's *Kabuhayan para Sa Magulang ng Batang Manggagawa* (KASAMA), or Livelihood for Parents of Child Laborers (KASAMA) Program, provided funds to 325 parents of working children in 2011 totaling \$40,000 for projects such as raising livestock or producing souvenirs.(34) DOLE's Project Angel Tree redistributed shoes, school bags, toys and other supplies donated by private sponsors to 11,973 children at-risk or engaged in child labor in 2011.(14, 34)

DOLE continued to partner with the DSWD to provide livelihood assistance and skills training to the families of child laborers in the mines and sugar plantations in some regions; it also conducted workshops with local government officials and other stakeholders to formulate strategies for the elimination of child labor.(14) DSWD provided services to victims of exploitative child labor and CSEC, including crisis intervention and residential facilities.(14) DSWD also provided Special

Social Services for Children in Armed Conflict to protect and rehabilitate children after their direct or indirect involvement in armed conflict.(52)

During the year, the Government of the Philippines participated in programs to reduce child labor, which were funded by international donors and implemented through international organizations or NGOs. USDOL funded a \$6.6 million program from 2007 to 2011, which withdrew or prevented a total of 30,983 children from the worst forms of child labor through education and livelihoods interventions in the National Capital Region, Bulacan, Camarines Norte, Iloilo, Negros Occidental, Negros Oriental, Cebu, Leyte and Davao del Sur, Compostela Valley.(44, 53) Children were withdrawn and prevented from work in the following sectors: sugarcane plantations, other commercial agriculture, child domestic work, commercial sexual exploitation, deep-sea fishing, mines and quarries, garbage scavenging and pyrotechnics.(53) The program trained teachers in the public schools to reduce the dropout rate and child labor; it also established local committees of volunteers and parents to support the education of children at-risk in their communities.(44) As the program ended, many local government agencies continued supporting children attending school by providing school supplies and uniforms, ALS courses, resources and nutrition for non-formal education activities and community learning resource centers.(44)

The Government of the Philippines also participates in a USDOL-funded \$4.75 million project, implemented by ILO-IPEC from 2009 to 2013. This project aims to withdraw and prevent 9,350 children from the worst forms of child labor through the provision of educational and non-educational services in Quezon, Masbate, Northern Samar and Bukidnon.(54, 55) The project targets children engaged in farming, mining, fishing and domestic service, as well as children trafficked for commercial sexual exploitation

and forced labor. The project developed an Internet-based information system that promotes communication on child labor issues among government and non-government agencies, improved program monitoring, and automated child labor case referrals. During the year, DOLE participated in trainings at the national, regional and provincial levels to orient users to the system.(34, 55) In partnership with NSO, the project conducted a national survey on children, with the results expected to be released in 2012.(34)

USDOL funded a new \$15 million project in 2011 to reduce child labor in sugar-producing areas in 11 provinces of the Philippines, which will be implemented through 2015.(56) The project will provide education services to 52,000 children engaged in or at risk of worst forms of child labor; it will also provide livelihood assistance to 25,000 households of targeted children. The project engages the sugar industry in raising awareness of child labor among sugar workers and their families.(56)

The Government of the Philippines participated in a \$47,000 program, funded by the Eliminating Child Labor in Tobacco Growing Foundation, which provided educational services to 98 children and livelihood assistance to 100 parents while strengthening the Barangay Councils for the Protection of Children and conducting advocacy activities.(34) The Government, at the national and regional levels, also coordinates with the Kasambahay Program to provide immediate services to trafficking victims and child domestic workers including shelter, psychological support and reintegration. Information on the activities, beneficiaries and funding level in 2011 was not available.(9)

Despite government efforts, given the scope and magnitude of child labor in the Philippines, the limited reach of these programs is not sufficient to significantly reduce child labor, especially in the agriculture and domestic service sectors.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Increase the age of compulsory schooling to 15, the minimum age for work.	2009, 2010, 2011
	Enact the Domestic Workers Bill to extend legal protections to domestic workers, including minors of legal working age.	2009, 2010, 2011

Philippines

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Prioritize child labor cases to provide timely prosecutions and convictions.	2011
	Disaggregate trafficking data reported by NBI by age group and ensure that trafficking data are not reported in duplicate by both NBI and PNP.	2010, 2011
Policies	Take steps to ensure that all children have access to nearby schools and do not face prohibitive costs for education-related expenses.	2010, 2011
Social Programs	Provide necessary resources for more out-of-school youth to access ALS.	2011
	Explore ways in which the conditional cash transfer program could be improved to address child labor.	2010, 2011
	Assess the impact that SAP may have on child labor.	2011
	Expand programs combating child labor, especially targeting children working in agriculture and domestic service.	2009, 2010, 2011

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Russia

In 2011, the Federation of Russia made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Offices of Children's Rights offices, which advocate for the protection of children, were established in all regions. However, the law in Russia still lacks law provisions that define child pornography and criminalize its possession. Despite the expansion of the Offices of Children's Rights Ombudsman, Russia lacks a mechanism to coordinate nationwide efforts to combat the worst forms of child labor. Children in Russia continue to engage in the worst forms of child labor, including street work and commercial sexual exploitation, and many of these children are victims of human trafficking.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		97.9

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Russia are engaged in the worst forms of child labor, many of them working in the street and being subjected to commercial sexual exploitation. Street children, including those who are homeless and orphaned, are vulnerable to involvement in illegal activities such as prostitution, pornography, and selling drugs or stolen goods.(3-5)

There is limited evidence that children, including street children, perform potentially dangerous activities such as servicing automobiles, physical hard labor, and collecting trash (which may contain toxic or injurious materials).(6) There is also limited evidence of children working in the construction and textile industries.(5) A significant portion of child labor in Russia reportedly comprises migrant children, who are particularly vulnerable due to language and cultural barriers that may make it difficult to seek or receive social assistance.(6)



Commercial sexual exploitation of children, especially in large cities, remains a concern.(6, 7) Moscow and St. Petersburg are hubs of child trafficking and child commercial sexual exploitation. Children, both boys and girls, are trafficked internally from rural to urban centers and between regions; they are forced into begging or prostitution.(6)

Although evidence is limited, children are found working in the agricultural sector.(5, 6) This may involve risk to their safety and health, such as using potentially dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(8)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age of employment at 16, with exceptions for 15-year-olds who have completed general education and children under age 14 working in the performing arts, if such work will not harm their health or moral development.(9) Children under age 18 are prohibited from engaging in night work, dangerous work, underground work, or work that may be harmful to their health or moral development. This includes carrying heavy loads and producing, transporting, and selling toxic substances (including tobacco, alcohol, and drugs).(9)

The Constitution prohibits forced labor and the Criminal Code explicitly outlaws engaging a known minor in slave labor.(10, 11) Article 127.1 of the Criminal Code prohibits the purchase, sale, recruitment, transportation, harboring and receiving of a person for the purpose of exploitation, with higher penalties imposed when the victim is a known minor. Involving a minor in a crime is punishable under article 150 of the Criminal Code.(11) Article 228.1 of the Criminal Code prohibits using a minor to make, sell, or send illegal narcotic drugs or other psychotropic substances.(11)

	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	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	16
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Involving a minor in prostitution and creating or circulating pornography depicting a known minor are also punishable under the Criminal Code.(11) However, Russian law does not criminalize the possession of child pornography, nor does it provide a definition of the term “child pornography. Although there was a proposal for amending the Criminal Code for defining and criminalizing possession of child pornography in the first half of 2011, the authorities officially declined the original draft on February 7, 2012 by proposing a new legislation.(12) The new legislation that went into effect on February 29, 2012 includes a broader range of penalties for child exploitation and tougher penalties for crimes committed against children under age 14 and crimes that are committed against minors by their parents or other official guardians.(12) However, the law excludes the initial bill’s main objectives of defining child pornography and criminalizing its possession.(6, 12) This lack of clear guidance regarding what can be prosecuted as child pornography may hamper enforcement efforts.

The minimum age for both voluntary and compulsory military recruitment in Russia is 18.(13) Education is free and compulsory for children up to age 15.(14)

Institutional Mechanisms for Coordination and Enforcement

The Government of Russia has not established mechanisms to coordinate efforts specific to the worst forms of child labor, but has a federal office to protect children’s rights in the Office of the Children’s Rights Ombudsman. In 2011, all existing

83 regions in Russia had respective Offices of the Children’s Rights Ombudsman, which is a significant increase from 2009 when it had only 18 Offices.(6) Regional Ombudsmen have the authority to investigate potential violations of children’s rights, inspect institutions and offices dealing with minors, and conduct evaluations of legislation affecting children.(5)

The Federal Labor and Employment Service (FLES) is responsible for enforcing child labor laws. Reportedly, FLES employs approximately 1,700 labor inspectors whose responsibilities include enforcement of child labor laws.(6)

In 2010, the most recent period for which statistics are available, 5,100 child labor violations were reported by FLES.(5) FLES noted that the most child labor violations included a lack of an obligatory medical exam, absence of written labor agreements, children working in hazardous conditions and children working excessive hours.(5) Research did not reveal information on the number of child labor inspections or penalties assessed during this reporting period.

The Ministry of Internal Affairs (MVD), the Federal Security Service, Investigative Committee and other law enforcement entities are responsible for enforcing criminal laws against forced child labor, trafficking, commercial sexual exploitation, and the use of children in illicit activities.(6) FLES and the Public Prosecutor are charged with enforcing laws related to hazardous child labor. Since June 3, 2011, all criminal charges of sexual nature against minors are handled by the Investigative Committee of the Procurator General.(6)

In 2011, the Federation Council released a report indicating a substantial increase of the number of child pornography sites on the Internet since 2000.(6) In the first 3 months of 2011, MVD registered 128 preliminary investigations into the distribution of child pornography, compared with 569 in all of 2010.(5)

In recent years, the Government of Russia stepped up efforts to monitor and combat child pornography, initiating several criminal cases against individuals suspected of producing and disseminating child pornography.(6) In 2011, it successfully convicted several of these individuals after establishing Cybercrime Departments in almost all regional police departments.(6) In addition, the Government closely cooperates with the Friendly Runet Foundation, which operates a hotline for reports of illegal content. The Foundation identified and removed 9,739 Web addresses with illegal content, enabling authorities to initiate 24 criminal cases based on article 242.1 of the Criminal Code in 2010.(6)

However, official data are unavailable on the number of investigations, prosecutions, or convictions for child trafficking or other crimes relating to the worst forms of labor.(6) The ILO Committee of Experts has noted that the Government repeatedly failed to provide information on the impact of its efforts to prevent child trafficking, as required of signatories to the ILO Convention 182.(15)

Government Policies on the Worst Forms of Child Labor

The Government of Russia does not have a national plan or policy that specifically addresses the worst forms of child labor. In addition, the Government does not collect national statistics on child labor that would systematically inform policy and program designed to combat the worst forms of child labor.(6)

Russia has engaged in multilateral discussions on cross-border trafficking policy; in December 2010, the authorities signed the Commonwealth of Independent States (CIS) Program to Combat Human Trafficking for 2011-2013.(7) The Program commits the Government to establishing a national trafficking structure and fund NGOs to provide victim protections. To comply with this Program, the Government of Russia created an inter-agency coordinating committee including anti-trafficking NGOs that specifically address human trafficking.

During the reporting period, the Government provided regular training designed to guide officers in handling trafficking cases.(7) However, there was no formal framework to direct

officials on how to proactively identify the victims or to refer them to available services.(7) In addition, the authorities do not have a legal framework for either repatriating the victims or supporting them as witnesses in prosecutions.(7)

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

The Government of Russia does not have specific programs to combat the worst forms of child labor. However, the Government continued the Child Support Fund, a child welfare program it initiated in 2008. Among other goals, the Fund helps rehabilitate orphans and disadvantaged and homeless children, through social programs and activities. The Child Support Fund's budget increased from \$4 million in 2010 to \$7 million in 2011.(6)

The Fund implemented 109 regional programs in 2010 and, upon implementation of these programs, 486 new centers were launched, adding to the 405 existing centers to provide services to families with children in difficult life circumstances.(6, 16)

No assessment of these programs' impact on the worst forms of child labor has been identified.

In 2010, the Government of Russia provided scant finance to victim shelters and little funding for anti-trafficking efforts by NGOs and other governmental organizations. There is no available information about any government financial assistance provided to Trafficking in Person(TIP)-related programs and efforts in 2011.(6, 7)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Criminalize possession of child pornography.	2009, 2010, 2011
	Codify a legal definition of child pornography.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to specifically combat the worst forms of child labor.	2009, 2010, 2011
	Gather, report and make publicly available complete and timely statistics on the investigation and prosecution of violations of the child labor and worst forms of child labor, in particular.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Assess the impact of the Child Support Fund on addressing the worst forms of child labor.	2009, 2010, 2011
	Collect data on the nature and prevalence of child labor to guide the design of policy and programming.	2009, 2010, 2011
	Develop formal procedures at the national level to educate and guide law enforcement officials, labor inspectors and other professionals on trafficking cases, victim identification and assistance and referrals.	2011
	Implement a formal policy to prevent trafficking victims from being punished or deported for crimes that result from their being trafficked.	2011
Programs	Implement programs to combat all relevant worst forms of child labor, including programs for children, especially children working in the street and child victims of commercial sexual exploitation.	2010, 2011
	Increase funding for anti-trafficking efforts by NGOs and relevant government agencies that include continuous and increased financing to shelters for victims of human trafficking.	2011

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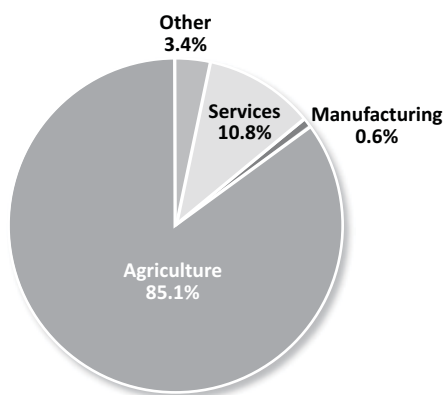
Rwanda

In 2011, Rwanda made a moderate advancement in efforts to eliminate the worst forms of child labor. Rwanda increased the number of years of free education from 9 to 12, and more than tripled the number of specialized officers working on gender-based violence and child labor issues. It also launched an Integrated Child Rights Policy and Strategic Plan (ICRP) to address all children's issues, which includes a budget dedicated to child labor. Despite these efforts, Rwanda has not devoted sufficient resources to enforce its child labor laws. In addition, social programs are not sufficient to assist the numerous orphans and vulnerable children and children working on the streets. Children also continue to be engaged in the worst forms of child labor and exposed to dangerous conditions in agriculture and domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	6.1 (142,523)
Attending School	5-14 yrs.	82.9
Combining Work and School	7-14 yrs.	6.1
Primary Completion Rate		69.6

Working Children by Sector, ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from SIMPOC Survey, 2008.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Rwanda are engaged in the worst forms of child labor, including in agriculture and domestic service.(3-7) Children produce tea and are reportedly working in the



production of coffee, potatoes, corn, beans, sorghum, bananas, rice and sugar.(3, 4, 8-12) Children's work in agriculture commonly involves using dangerous tools, carrying heavy loads and applying harmful pesticides.(6) Children also reportedly herd and care for cattle. In 2011, ICF International reported that approximately 20 percent of children tending to livestock in Rwanda were injured.(3, 11, 13)

In Rwanda, children work in domestic service.(3-5) Many child domestics do not attend school, work long hours and are vulnerable to sexual and other forms of abuse by their employers.(14) Children also work on construction sites and engage in heavy manual labor such as brickmaking. Limited evidence suggests that children mine coltan.(3, 15-18) Children working in quarries risk eye and lung damage from stone dust.(15) Some children reportedly produce charcoal.(18-20) Children working on the streets beg, carry goods, and may be exposed to dangers including severe weather, traffic accidents and crime.(21-24)

Prostitution and trafficking also occur in Rwanda. Older women sometimes coerce girls to provide sexual services in exchange for cash, protection and living quarters.(25) Loosely structured prostitution networks recruit children from secondary schools. Girls are known to be trafficked internally into domestic service and prostitution.(25) Children are also trafficked to Kenya, Uganda, Democratic Republic of the Congo, Tanzania, Burundi, Zambia, South Africa, Europe and China for forced agricultural labor, commercial sexual exploitation and domestic service. In a few isolated cases, children have been trafficked into Rwanda.(25-30)

There were no reports during 2011 that children were abducted and conscripted within Rwanda for armed conflict in the

Democratic Republic of the Congo.(18, 31) However, the Rwanda Demobilization and Reintegration Commission (RDRC) continues to provide assistance to former child combatants returning from the Democratic Republic of the Congo.(18, 31)

Laws and Regulations on the Worst Forms of Child Labor

Rwanda's Labor Law sets the minimum age for work at 16 and the minimum age for hazardous work at 18. The law prohibits children under age 18 from night work and work that is difficult, unsanitary or dangerous.(32) It also prohibits children from working in the worst forms of child labor, which are defined in ILO Convention 182 to include: slavery or similar practices, forced or bonded labor, the use or recruitment of children into armed conflict, illicit activities or prostitution and any work whose nature is detrimental to the health, security or morals of a child.(32) The ministerial order determining the list of the worst forms of child labor prohibits children from working at industrial institutions and in domestic service, mining, quarrying, construction, brick making, and applying fertilizers and pesticides.(33) In addition to the national laws, some districts have enacted laws against hazardous child labor that sanction employers and parents for violations.(34)

	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	16
	Free Public Education	Yes

Penalties for violations of the Labor Law provisions on the worst forms of child labor and hazardous work are stringent, with up to 20 years incarceration and fines.(32) However, the Labor Law only covers contractual employment, leaving most of Rwanda's working children unprotected.(32, 35)

The Labor Law also prohibits child trafficking and the Law on Prevention and Punishment of Gender-Based Violence prohibits and provides penalties for gender-based human trafficking.(32, 36) The Law Relating to the Rights and Protection of the Child Against Violence prohibits slavery, child rape, recruiting, using or profiting from child prostitution and using children in pornographic publications or for illicit activities.(37) The Law Relating to the Rights and Protection of the Child Against Violence, and Presidential Orders 155/01 and 72/01 also prohibit children under age 18 from military service.(31, 37)

Institutional Mechanisms for Coordination and Enforcement

The National Advisory Committee on Child Labor coordinates government efforts relating to the worst forms of child labor and is responsible for reviewing child labor laws. It also advocates for the inclusion of child labor policies in national development plans, oversees the implementation of child labor interventions and conducts field visits to assess the prevalence of child labor and raise awareness of child labor.(12, 25) This group meets quarterly and includes representatives from the: Ministry of Public Service and Labor (MIFOTRA), the Rwandan National Police (RNP), the National Human Rights Commission, the Ministry of Youth, the Ministry of Education, the Ministry of Gender and Family Promotion (MIGEPROF), the Ministry of Local Government, the Ministry of Sports and Culture, the RDRC, Rwandan trade unions, the ILO, UNICEF, the Private Sector Federation and Winrock International.(12, 25)

In 2011, the Kigali City Council formed a task force to combat child labor in the districts of Kicukiro, Gasabo and Nyarugenge. Reports indicate that this task force drafted guidelines on child labor including domestic work which are awaiting cabinet approval.(16, 38) There are 149 Local Child Labor Committees (LCLCs) nationwide at the local level that monitor incidents of child labor.(12, 34) Child Protection and Gender-based Violence Committees also exist at the district level to identify and report cases of child rights violations.(39)

To enforce child labor laws, MIFOTRA employs 30 labor inspectors, one per district, who are supervised by the district authorities and work with the RNP.(12, 40, 41) There is also one labor inspector at the national level supervised by the Directorate General in charge of labor. Reports indicate that labor inspectors lack resources such as transportation.(12, 40) MIFOTRA assesses the performance of their labor inspectors every 6 months and provides them with training twice a year to identify and investigate child labor violations.(12, 19) In 2011,

labor inspectors held quarterly trainings for employers and local authorities in their district on child labor issues.(12, 25) Labor inspectors also participated in training provided by the U.S. Embassy in Kigali on child labor and trafficking in persons.(42, 43) From July 2010 to June 2011, MIFOTRA's training budget for labor inspectors was \$180,000.(12)

In Rwanda, inspections may be conducted without prior notice, and labor inspectors may issue warnings, which must be corrected by the offender within 7 days. Otherwise, the labor inspector may ask the authorities to temporarily close the institution under investigation.(40) Labor inspection reports do not contain information on inspections related to the worst forms of child labor.(44) Data regarding child labor inspections, prosecutions and penalties are not publicly available.(12)

Within villages, citizens can report instances of child labor to the local volunteer officer in charge of social affairs. If the officer cannot resolve the problem, it may be referred to the village leader, who may contact the police.(12) The district authorities' personal performance contracts include targets for reducing child labor and increasing school enrollment.(12) In the tea sector, leaders of cooperatives are also trained on child labor laws to reduce the incidence of working children in their communities.(45) In 2011, district officials in Muhanga barred a mining cooperative from operating after 11 children were found mining coltan.(17)

The RNP enforces criminal laws relating to the worst forms of child labor. Within the Commission for Criminal Investigations of the RNP, there is a Child Protection Unit with a network of investigators throughout the country who are responsible for cases of child abuse, including the use of children in commercial sexual exploitation.(12, 46, 47) In collaboration with MIGEPROF, the RNP established a Directorate for Anti-Gender Based Violence at its headquarters to respond to complaints of gender-based violence. In 2011, the RNP increased the number of officers in this unit from 62 to 225.(12, 48) The RNP also operates a free hotline to report incidences of gender-based violence, which is also used for reporting child abuse, including child labor.(12, 49) MIGEPROF and RNP do not always follow government approved procedures for screening children and referring them to services.(25) During the reporting period, the RNP referred some child domestics and children engaged in commercial sexual exploitation to the Isange Center for police assistance, legal aid, shelter, medical exams and counseling.(12)

Trafficking cases are referred to the RNP and the Directorate General of Immigration and Emigration.(12) The Directorate

General of Immigration and Emigration retains an anti-trafficking specialist, and the RNP operates an anti-trafficking unit employed with four full-time officers.(12, 25) The RNP is trained on issues including sex crimes, crimes against children and preventing transnational child trafficking, however some officials lack awareness and training on laws pertaining to internal trafficking.(27, 49) In addition, there have been indications that some members of the RNP are not sensitized to the needs of child trafficking victims and there are reports that some children found engaged in commercial sexual exploitation and market vending were detained in transit centers for months before being released.(12, 18, 50)

Immigration and customs officers assist with the enforcement of child trafficking laws and receive training on document verification and passenger profiling. Standard procedure requires these officers to verify that all children transported across the border are traveling with the permission of their parents or guardians.(12, 25) Research found no information about the number of children prevented from crossing the border in 2011.(12)

Government Policies on the Worst Forms of Child Labor

The 2003 National Policy for Orphans and Other Vulnerable Children, which is still in effect, includes strategies to address the worst forms of child labor by improving working conditions for children, providing support to needy families and strengthening the education system.(51) The Government's National Strategic Plan of Action for Orphans and Other Vulnerable Children (NSP) (2007-2011) provides a more detailed framework to achieve the objectives of the National Policy for Orphans and Other Vulnerable Children.(23, 52) The services offered to orphans and vulnerable children (OVCs) included healthcare, shelter, education, livelihood enhancement and psychological support. However, due to the sheer magnitude of the problem, three-fourths of identified OVCs have not received government assistance.(23) Rwanda also has a National Strategic Plan on Street Children (2005), which prioritizes prevention and reintegration services for street children and sets the foundation for legal action against parents who send their children into the streets to live and work.(12, 31)

In 2011, the Government of Rwanda launched an Integrated Child Rights Policy and Strategic Plan (ICRP) to address all children's issues, including child labor. As part of this Plan, the Government established an Inter-Ministerial Committee on Children's Rights, which will meet at least once a year to coordinate the ICRP and assess progress.(25, 31) The

Government also established a National Commission on Children to monitor compliance with child rights commitments and ensure that all government policies and programs are aligned with the ICRP.(12, 31) Through this Plan, \$9,000 is budgeted to develop timebound programs to eliminate child labor and \$3,230 is budgeted to establish a National Task Force on Child Labor.(31) Rwanda also made policy commitments to combat child labor in its National Employment Policy and Economic Development and Poverty Reduction Strategy (2008-2012) (EDPRS).(53-55)

The Government's National Youth Policy and Vision 2020 also include child protection issues.(12, 48, 56, 57) In 2011, Rwanda launched a National Social Protection Strategy, which defines social protection and outlines social development activities to assist poor households, such as providing vulnerable children with grants and free education.(58) However, the question of whether these programs have an impact on child labor does not appear to have been addressed.

During the reporting period, Rwanda announced that it would commence its Twelve Years Basic Education (12YBE) policy in 2012, which will provide free education for 12 years. Education is compulsory beginning at the age of 7 and was until the age of 16. However, in practice the costs of uniforms and school supplies prohibit many families from sending their children to school.(12, 57, 59, 60)

Despite the aforementioned protections, the Government of Rwanda has not finalized its 2008 National Policy for the Elimination of Child Labor or 2007 5-year Action Plan to Combat Child Labor. It is unclear how this Policy and Plan will complement the Integrated Child Rights Policy and Strategic Plan.(12, 43, 61)

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

In 2011, the RDRC assisted former child combatants returning from the Democratic Republic of the Congo to Rwanda by operating a rehabilitation center in Muhazi for 52 children and reuniting 21 children with their families.(12, 25, 31, 62, 63) The Government of Rwanda also raised public awareness of child soldiers' issues with the hope that communities will be more welcoming to children returning from armed conflict.(12)

During the reporting period, Rwanda operated eight rehabilitation and vocational skills centers for street children, which offered psychosocial counseling, education and reintegration services. In 2011, 1,345 former street children graduated from the Iwawa Rehabilitation and Vocational Development Center in Rutsiro District with

new skills in commercial farming, tailoring, construction and carpentry. (12, 64-66) The Government also continued to operate a 2-week camp and partnered with private organizations to support 34 child care institutions across the country that provided shelter, basic needs and rehabilitation for 3,830 street children.(12, 67) In August, MIGEPROF announced that it would begin phasing out Rwanda's 34 orphanages and integrating the children with families across the country.(48, 68, 69)

The Government continued to participate in the Rwanda Education Alternatives for Children (REACH) Project, which is funded by USDOL at \$4.5 million from September 2009 to March 2013. The Project aims to withdraw 4,800 children and prevent 3,500 children from exploitive child labor, particularly in the agricultural sector, by providing educational services, strengthening child labor and education policies and ensuring the sustainability of these efforts.(13)

Rwanda began participating in the USDOL-funded, 4-year Global Action Program on Child Labor Issues Project. This \$15 million regional Project aims to build the capacity of national governments, develop strategic policies to address the elimination of child labor and forced labor, increase the availability of evidence on child labor through data collection and research, and promote legal protections and social service delivery for child domestic workers.(70)

In 2011, the Government participated in discussions on child labor in the tea sector with tea companies and NGOs.(45) MIFOTRA and district authorities also raised public awareness on the importance of education and the worst forms of child labor through radio shows, television announcements and skits.(12, 38)

Rwanda 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.(71, 72) The Government also continued its public campaign to discourage intergenerational sex and sexual procurement, and initiated a campaign against gender-based violence, child abuse, sexual exploitation and human trafficking.(12)

In 2011, the Rwandan Government continued to implement its Vision 2020 Umurenge Program, which provides direct support through cash and in-kind transfers to child headed households and street children. In fiscal year 2010-2011, the Rwandan Government contributed \$24 million to this program.(12, 58, 73) Likewise, in 2011 Rwanda provided

Rwanda

1,500 OVCs with vocational training and startup kits, and 41,452 OVCs with health insurance and financial support for secondary education.(74) During the reporting period, the Government also developed a plan to register the births of all children 16 years and below by 2015.(31)

The WFP and USDA concluded a \$27 million school feeding program, which supported 300,000 primary and secondary school students. This program is being transitioned

to the Government of Rwanda in 2012.(12) In 2011, the Government also built more than 2,600 classrooms to accommodate additional students in preparation for its 12YBE policy.(12) However, it is too early to determine the impact the additional classrooms will have on the worst forms of child labor. In addition, despite the many programs detailed in this section, Rwanda's social programs are not sufficient to assist the numerous orphans and vulnerable children, and children working on the streets and in domestic service.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Ensure protection for children working in exploitative non-contractual labor activities.	2009, 2010, 2011
Coordination and Enforcement	Improve measures to investigate, prosecute and convict individuals involved in the worst forms of child labor, by: <ul style="list-style-type: none"> Increasing resources for labor inspectors. Making information publicly available on child labor investigations and prosecutions. Increasing training among enforcement officials on internal child trafficking and the rights of trafficking victims and children engaged in commercial sexual exploitation and market vending. 	2009, 2010, 2011 2009, 2010, 2011 2009, 2010, 2011
Policies	Finalize, adopt and implement the National Policy for the Elimination of Child Labor and 5-year Action Plan on child labor.	2009, 2010, 2011
	Expand resources available to the National Strategic Plan of Action for Orphans and Other Vulnerable Children to reach more vulnerable children.	2011
	Assess the impact that policies such as the National Youth Policy, Vision 2020 and National Social Protection Strategy may have on addressing child labor.	2011
	Ensure that school costs, such as fees and the cost of uniforms, do not diminish the impact of the Twelve Years Basic Education policy.	2010, 2011
Social Programs	Assess the impact that the school feeding and the birth registration programs may have on addressing child labor.	2009, 2010, 2011
	Develop additional social protection programs to assist child domestics, orphaned, vulnerable children and children working on the streets.	2009, 2010, 2011

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In 2011, Saint Kitts and Nevis made a moderate advancement in efforts to eliminate the worst forms of child labor. While Saint Kitts and Nevis does not appear to have a widespread child labor problem, children who work as domestic servants may be vulnerable to worst forms of abuses. In addition, children ages 16 and 17 appear to lack legal protection from employment in hazardous conditions. Despite these minimal problems, the Government established the National Advisory Board for the Elimination of Hazardous Child Labor to oversee efforts to provide greater protections to the children of Saint Kitts and Nevis. Children in Saint Kitts and Nevis continue to engage in the worst forms of child labor, including in domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		88.7

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

While there is no evidence to suggest it is a widespread problem, children in Saint Kitts and Nevis may be engaged in the worst forms of child labor, particularly in domestic service.(3) Child domestic labor may involve long hours of work and may expose children to risks of physical and sexual exploitation from their employers.(4)

Limited evidence suggests that there have been isolated occurrences of child prostitution.(3)

Laws and Regulations on the Worst Forms of Child Labor

The Employment of Women, Young Persons and Children Act and the Employment of Children (Restriction) Ordinance set the minimum age for employment at 16, including employment that is likely to harm the health, safety or morals



of the employed child. Carrying heavy loads or working on ships or in industrial undertakings fall into this category.(5) Work that constitutes industrial undertakings is defined in the Employment of Children (Restriction) Ordinance and includes mining, construction and manufacturing. However, these prohibitions do not apply to family businesses, and children ages 16 and 17 appear to lack legal protection from employment in hazardous conditions.(5)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	16
	Minimum Age for Hazardous Work	16
	Compulsory Education Age	16
	Free Public Education	Yes

Saint Kitts and Nevis

The Constitution explicitly prohibits forced or slave labor.(6) Trafficking is also prohibited and criminalized by the Prevention of Trafficking in Persons Bill.(7, 8)

A person who procures children for prostitution may be prosecuted under the Probation and Child Welfare Board Act. The Act also prohibits the infliction of non-accidental injury on a child by a caretaker, including sexual abuse or activities of a sexual nature.(9)

In November, the Government moved a draft amendment to the Labor Ordinance regarding the worst forms of child labor to the consultative phase with stakeholders from civil society. The amendment would prohibit the sale and trafficking of children, as well as the use, procurement or offering of a child for prostitution, the production of pornography, pornographic performances and illicit activities.(10, 11) Until this amendment is adopted, the legal framework does not protect children against certain types of commercial sexual exploitation, such as the use of children in pornography and sale of children for prostitution. The Government also planned to move a list of hazardous occupations to the consultative phase, but research did not indicate whether it did so.(10, 11)

The Government's military force is jointly patrolled with the police under the Police Act of 2003. The minimum age for recruitment to the Government's security force is 18 and there is no compulsory service.(10, 12)

The Education Act of 2005 makes schooling free and compulsory until age 16, and attendance is strictly enforced by school truancy officers.(5, 11)

Institutional Mechanisms for Coordination and Enforcement

In 2011, the Government of Saint Kitts and Nevis created the National Advisory Board for the Elimination of Hazardous Child Labor (NABEHCL). The Labor Commissioner is the designated chair of the NABEHCL, which comprises members from other government agencies and representatives from workers' groups, employers' groups and other civil society stakeholders.(3) The NABEHCL is charged with ensuring that children under age 16 are not employed and that children ages 16 to 18 are not engaged in hazardous occupations. The NABEHCL is responsible for creating a National Consensus Policy on child labor, updating current legislation and relevant penalties, creating and promoting awareness of a list of

hazardous occupations by mid-2013, and giving special power to the Labor Commissioner to enforce the law.(13) Research did not identify whether the NABEHCL is fully funded or operational.

The Ministry of Labor (MOL) is the lead agency responsible for the enforcement of laws regarding the worst forms of child labor.(3) In 2011, the MOL employed eight labor inspectors responsible for investigating all labor violations, including those related to children. There were no reported complaints, inspections, prosecutions or violations related to the worst forms of child labor in 2011.(3)

The police force takes the lead in any trafficking investigation and refers suspected cases of child trafficking to the Ministry of Social Development, which oversees child abuse cases.(3)

The Government is drafting a child protection protocol on the standard procedure for the protection of victims of the worst forms of child labor. The Government scheduled consultations with stakeholders for input on the draft protocol in 2011.(10) Research did not identify whether the protocol was finalized and implemented during the reporting period.

Government Policies on the Worst Forms of Child Labor

The Government's White Paper on Education Development and Policy 2009-2019 outlines the Ministry of Education's developments and policies, including improving both access and quality of education for all children.(14) The Government holds monthly assessment meetings to monitor the impact of the plan; however, according to a Ministry of Education official, neither working children nor dropout rates are major concerns in Saint Kitts and Nevis.(15)

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

The Ministry of Education offers vocational educational opportunities to children who are failing in the public schools.(13) The Government also has programs that provide for food vouchers, school fees, textbooks, uniforms, supplies, a school meal program, and Project Viola, a program that provides monetary assistance to teenage mothers to pursue higher education.(10, 13) The question of whether these programs have an impact on child labor in domestic service does not appear to have been addressed.

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Saint Kitts and Nevis:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend current laws to increase the minimum age for hazardous employment to age 18.	2009, 2010, 2011
	Extend labor provisions to cover children working in family businesses.	2011
	Adopt a list that would define work that is hazardous for children.	2009, 2010, 2011
	Finalize and adopt the draft legislation to prohibit the sale and trafficking of children, the use, procuring or offering of a child for prostitution, production of pornography or for pornographic performances and for illicit activities.	2011
Coordination and Enforcement	Finalize and implement the child protection protocol.	2011
Policies and Social Programs	Assess the impact that existing policies and programs may have on addressing children in domestic service.	2010, 2011

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Saint Lucia

In 2011, Saint Lucia made no advancement in efforts to eliminate the worst forms of child labor. While the Government continued to implement an afterschool program for underprivileged children, gaps remain in legislation, research and policy. The Labor Act passed by Parliament in 2006, which would raise the minimum working age to 15, still has not been implemented. In addition, there is no evidence of any policies to address the worst forms of child labor and there is no indication that research has been conducted by the Government to assess the scope of the problem. Although the scope of the problem appears to be limited, children are involved in the worst forms of child labor in dangerous activities in agriculture and street work.

Statistics on Working Children and Education

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

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Although information on the prevalence of the worst forms of child labor in Saint Lucia is limited, children reportedly engage in dangerous activities in agriculture and street work.(3) There is some information that children help harvest bananas in rural areas.(4, 5) Children working in banana harvesting may use machetes, suffer falls or injury from falling objects and apply harmful pesticides.(3) In November 2010, Hurricane Tomas caused widespread damage to the banana sector, ending the year's harvest. Despite the severity of the damage, work on banana plantations resumed during the reporting period.(4, 6, 7) The overall impact of this event on the prevalence of child labor is unknown. Children are also reported to work at roadside handicraft shops and urban food stalls, and sell confectionery on sidewalks.(5, 8, 9) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(10)



Laws and Regulations on the Worst Forms of Child Labor

The Employment of Women, Young Persons, and Children Law Revised Ordinances of 1957 sets the minimum age for employment at 14. The Education Act No. 41 of 1999 prohibits the employment of children under age 16 during the school week, but allows for employment of children ages 14 and 15 during weekends and vacation periods or as part of a job preparedness program.(11) The International Labor Organization reported that enactment of the Labor Code No. 37, proposed in 2006, would increase the minimum age for employment to 15, thereby aligning eligibility for employment with the age at which compulsory education ends.(8) However, although Parliament passed the Code, subsequent changes in leadership due to the general elections resulted in Parliament's failure to implement it.(12) In 2011, Parliament passed a newer version of the Labor Code but, despite promises to enact the it during the 2011 session, Parliament has yet to implement the legislation.(8, 13)

The Education Act No. 41 of 1999 provides for compulsory education from ages 5 to 15.(11) The Occupational Health and Safety Act prohibits the employment of persons under age 18 in industrial undertakings.(4, 14, 15) Research found no evidence that there are prohibitions on hazardous work in other sectors of the economy.

In 2010, the Government enacted the Counter-Trafficking Act No. 7, which criminalizes the trafficking of children for labor or commercial sexual exploitation.(4) The Government

passed the Counter-Trafficking Act in order to implement its commitments under the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons.(16, 17)

	C138, Minimum Age	No
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Saint Lucia does not have a military force, as the police force is responsible for the security of the country. The minimum age for recruitment to the police force is 18.(18)

The Constitution prohibits slavery, servitude and forced labor for children of all ages.(19) The Criminal Code bans prostitution and the procurement of or engagement in sexual relations with any male or female under age 18.(20) However, the Government lacks adequate protections for children involved in child pornography and drug trafficking.(14)

Institutional Mechanisms for Coordination and Enforcement

The Government of Saint Lucia continued to support the National Coalition against Trafficking in Persons, which coordinates efforts to detect and investigate trafficking cases and protect victims. The Coalition consists of representatives from the Gender Relations Division, the Human Services Division, the Police and the Immigration Service.(10, 21) The Coalition, chaired by the Division of Gender Relations, met regularly and worked with NGOs to develop a national anti-trafficking action plan.(22) Although the Government of Saint Lucia has established the National Coalition against Trafficking in Persons, research found no evidence of coordinating mechanisms to combat worst forms of child labor other than trafficking in persons.

Child labor law enforcement is the responsibility of the Ministry of Education, Human Resource Development and Labor and the Ministry of Health, Wellness, Human Services and Gender Relations.(4, 5) Seven labor inspectors are in charge of all aspects of labor violations, including child labor. Inspectors conduct spot investigations, check records to verify compliance with the law and take legal action against employers found employing underage workers.(4) Ministry representatives noted that the current number of inspectors is insufficient to carry out their responsibilities. During the reporting period, there were no reports of child labor inspections conducted or of penalties and citations issued for child labor violations.(4) Additionally, research did not find the amount of funding allocated for child labor inspections.

The Royal Saint Lucia Police Force, in collaboration with the Division of Human Services, has a Vulnerable Persons Unit that investigates all cases of child abuse and neglect, including instances of child labor.(4, 23) This Unit receives specific child labor training.(4)

Anti-trafficking enforcement is included among the responsibilities of the Police Department. The Police Department refers suspected cases of child trafficking to the Child Welfare Board, which oversees child abuse cases.(24) During the reporting period, the Director of Gender Relations developed sensitization trainings to educate police officers and social workers on child labor issues, including trainings on how to react to and identify possible victims, referral protocols, and victim protection.(9, 25)

Government Policies on the Worst Forms of Child Labor

Research found no evidence of any policies to address the worst forms of child labor, including in dangerous activities in agriculture or street work, nor of any research conducted by the Government to assess the scope of these problems.

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

The Government supported efforts that may indirectly address child labor through initiatives to keep children in school. In particular, it continued to support an afterschool pilot program initiated in 2009 to target underprivileged children between ages 8 and 16.(26) Enacted by the Ministry of Social Transformation, Youth, and Sports, the program engages approximately 108 children in three deprived communities in various after school activities; it is expected to continue until 2013.(26) To date, the impact of the program on child labor is unknown.

Saint Lucia

Research found no evidence that the Government of Saint Lucia carried out programs during the reporting period to assist

children involved in dangerous forms of agriculture or street work.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Implement the recently passed Labor Code amendment increasing the minimum age for employment to 15.	2009, 2010, 2011
	Ensure prohibitions on hazardous work in sectors other than industrial undertakings for children under age 18.	2009, 2010, 2011
	Draft and adopt legislation barring the use of children in pornography and drug trafficking.	2011
Coordination and Enforcement	Establish a specific coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Increase the number of labor inspectors so that child labor laws are adequately enforced.	2011
Policies	Adopt policies to combat the worst forms of child labor in dangerous forms of agriculture and street work.	2010, 2011
	Conduct a comprehensive study to assess the nature and extent of the worst forms of child labor in the country.	2009, 2010, 2011
Social Programs	Use the results of any studies conducted on the worst forms of child labor to assess the need for social programs to assist children working in agriculture and street work.	2009, 2010, 2011
	Determine the impact of the new Ministry of Social Transformation, Youth and Sports after school program on child labor.	2011

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Saint Vincent and the Grenadines

In 2011, Saint Vincent and the Grenadines made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed a new law on trafficking in persons that covers all forms of child trafficking, including for commercial sexual exploitation, and ratified the CRC Optional Protocol on Armed Conflict. However, gaps remain in the legal framework, as the minimum age for hazardous work falls below international standards and there is no law to prohibit the use of children in the production of drugs. While the country does not appear to have a widespread child labor problem, some children continue to be engaged in the worst forms of child labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		94.2

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's Analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

In Saint Vincent and the Grenadines, some children are engaged in the worst forms of child labor. There are reports that minors continue to work informally and seasonally in dangerous activities in agriculture, including in the cultivation and trade of marijuana.(3-5) In addition to being an illicit activity, such work may put them at risk by requiring them to use dangerous tools, apply harmful pesticides and carry heavy loads.(6) Children also reportedly work on banana plantations and in family-owned cottage industries.(7)

There also have been reports of trafficking in Saint Vincent and the Grenadines, including children who are trafficked for the purposes of commercial sexual exploitation and agriculture.(8) The Government has acknowledged that street children, particularly boys, are involved in prostitution.(9) Although evidence is limited, some NGO and government sources reported that girls may be encouraged by their mothers to prostitute themselves to older men as a way to earn

supplementary family income.(7) However, the full extent of trafficking in Saint Vincent and the Grenadines is unknown.(8)

Laws and Regulations on the Worst Forms of Child Labor

The Employment of Women, Young Persons and Children (EWYPC) Act sets the minimum age for employment, including hazardous work, at age 14.(5, 10, 11) This law does not meet the international minimum age standard of 18 for hazardous work. Children below the age of 18 are prohibited from working at night.(10)

The EWYPC Act also authorizes the Governor-General to establish regulations regarding the health, welfare and safety of young persons and children. However, there are no regulations defining or prohibiting hazardous occupations or conditions for children.(5, 9)



Saint Vincent and the Grenadines

The Prevention of Trafficking in Persons Law was passed during the reporting period.(5) This Law prohibits the involvement of any child in trafficking for forced labor, prostitution and pornography, as well as the use of a child in the trafficking of illicit goods.(12, 13) However, there remains no law against an adult using a child in illicit drug production.

	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	14
	Minimum Age for Hazardous Work	14
	Compulsory Education Age	16
	Free Public Education	Yes

The minimum age for voluntary military recruitment is 19.(1) In 2011, the Government ratified the CRC Optional Protocol on Armed Conflict.(14)

The Education Act of 2006 provides for free and compulsory education and states that all children ages 5 to 16 must attend school.(10, 15)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Saint Vincent and the Grenadines has established a coordinating mechanism to combat the worst forms of child labor. However, a ministerial-level task force has been created to coordinate government prosecution of trafficking cases.(5) In January 2012, the IOM provided anti-trafficking training to members of the task force, as well as to prosecutors and judges.(12)

The Ministry of Labor is responsible for enforcing child labor laws.(5) Within the Ministry, five inspectors are responsible for monitoring all labor issues and complaints, including child labor. In 2011, the Government budgeted \$366,443 to the Ministry for all enforcement activities.(16) The Ministry's inspections are carried out in response to complaints; however, no inspections were conducted related to child labor during the reporting period, nor were there any reports of child labor complaints.(5) No training on hazardous child labor was provided to inspectors during the reporting period.

The Royal Police Force is responsible for investigating criminal cases of the worst forms of child labor, including trafficking. There is a protocol in place for the Ministry of Labor and the Royal Police Force to refer victims to the Ministry of Social Development for social services.(5) Although there were no reported cases in 2011, there is still evidence of suspected trafficking.(5)

Government Policies on the Worst Forms of Child Labor

Although the worst forms of child labor do not appear to occur extensively in Saint Vincent and the Grenadines, research found no evidence of policies to address existing child labor, including children working in agriculture and child victims of commercial sexual exploitation.(5) According to the Government, official statistics are not available on the prevalence and scope of the worst forms of child labor.(9)

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

The Children Against Poverty bridging program launched in 2010 is being implemented in 56 participating primary schools to develop children's skills through an engaging curriculum. The project goal is to use education as a means of breaking the cycle of poverty.(5) The Ministry of Education also operates five multipurpose centers that offer technical and vocational education services to children ages 15 to 17 to prevent school dropouts.(17) A government subsidy provides textbooks and school meals to impoverished children. The question of whether these programs have an impact on the worst forms of child labor does not appear to have been addressed.(5)

Saint Vincent and the Grenadines

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Saint Vincent and the Grenadines:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Employment of Women, Young Persons, and Children Act to make 18 the minimum age for engaging in hazardous work.	2009, 2010, 2011
	Issue regulations defining a list of hazardous occupations and working conditions prohibited to children under the age of 18.	2009, 2011
	Outlaw the use of children by adults in illicit drug production.	2011
Coordination and Enforcement	Establish a coordinating mechanism to combat all worst forms of child labor.	2009, 2010, 2011
	Provide training to inspectors on hazardous child labor.	2011
Policies	Conduct a rigorous study to assess whether the worst forms of child labor are indicative of a small or hidden problem that requires further follow up.	2009, 2010, 2011
	Develop a national plan of action to address the worst forms of child labor, particularly for children engaged in marijuana cultivation and trade.	2009, 2010, 2011
Social Programs	Assess the impact that existing programs may have on addressing the worst forms of child labor.	2009, 2010, 2011

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Samoa

In 2011, Samoa made no advancement in efforts to eliminate the worst forms of child labor. Children age 15 or older can do any kind of work and have no protections against their involvement hazardous labor. Although data are limited and the extent of the problem is unknown, children in Samoa are reportedly engaged in the worst forms of child labor; however, the Government has not designed or implemented programs specifically to address the worst forms of child labor in which Samoan children are engaged, namely dangerous activities in agriculture, street vending and domestic service. While the Government is implementing programs to improve access to education with the help of international donors, primary education is not free by law.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		101.3

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's Analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Although data are limited and the extent of the problem is unknown, children in Samoa are reportedly engaged in the worst forms of child labor. The lack of official data and other information does not allow for an accurate assessment of the full nature and extent of the worst forms of child labor in Samoa.

The work performed by younger children is confined primarily to household chores, yard work, and light work that includes gathering fruits, nuts, and plants.(3)

Most boys begin working on plantations as pre-teens or young teenagers planting, harvesting, gathering crops such as coconuts, and feeding domestic animals.(3) Some of these activities, including gathering coconuts and working with animals, likely pose dangers.(4) Although evidence is limited, children are believed to perform light work in agriculture involving basic planting, harvesting and gathering, and using



simple farming tools.(3) In some cases, children working in agriculture may use dangerous machinery and tools, carry heavy loads and apply harmful pesticides.(4)

Similarly, children reportedly work as street vendors in Apia, Samoa's capital, and in a few other locations, including the international airport.(5, 6) Children who work on the streets may be exposed to multiple dangers including severe weather, vehicle accidents and criminal elements.(7)

Children are reportedly employed in domestic service.(3, 6) Domestic labor by children may involve long work hours, often preventing them from attending school or doing homework, as well as exposing them to physical and sexual exploitation by their employers.(8)

Laws and Regulations on the Worst Forms of Child Labor

The Labor and Employment Act 1972 sets the minimum age for employment at 15 and allows children under age 15 to engage in "safe and light work suited to the capacity of the child." The Act prohibits children under age 15 from working with dangerous machinery, in any occupation or place where working conditions are likely to harm their physical or moral health, or on any vessel not under the personal charge of a parent or guardian.(9) Moreover, the Act only covers individuals who work in a fixed location, and the Government has not established whether work outside of a fixed place of employment (such as street vending by children) contravenes the country's labor laws.(10) Samoa's labor laws do not include protections from hazardous work for children age 15 or older. Although Samoa does not have a list of work considered hazardous, the Government has commenced the process of drafting one.(11) The laws regarding hazardous work and work outside a fixed place of employment leave children vulnerable to the worst forms of child labor.

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	15
	Compulsory Education Age	14
	Free Public Education	No

The Constitution prohibits forced or compulsory labor, but an exception to this provision is given for work or service required by Samoan custom.(12) Research did not identify the specific work activities that fall under “Samoan custom.”

The Crimes Ordinance 1961 prohibits inducing a female of any age into sexual relations through fraudulent means.(13) Soliciting or procuring a female of any age for prostitution, or benefiting from the earnings thereof, is also punishable under the Ordinance. No specific criminal provision exists regarding child pornography; however, child pornography cases can be prosecuted under a provision of the Ordinance that prohibits the distribution or exhibition of indecent matter.(13) The provisions of the Ordinance are insufficient to provide adequate protection against the commercial sexual exploitation of boys, since several provisions detailed above exclude males. In 2011, several amendments to the Ordinance were being drafted.(3)

No comprehensive law prohibits trafficking in persons but kidnapping any person with the intent to transport him or her out of the country, or to hold the individual for service, is a crime punishable under the Ordinance. Furthermore, no person under age 16 may give consent to being sent or taken out of Samoa.(13) It is unclear whether the law provides for complete protection against domestic trafficking.

The Education Act 2009 makes education compulsory for children under age 15. The Act stipulates that a child under age 15 cannot be involved in street vending or work of any kind during school hours; or at any other time during which this work would interfere with the child’s school

attendance, participation in school activities or educational development.(14)

As there are no armed forces maintained by the Government of Samoa, there is no minimum age for conscription.(15) Research did not identify whether there are any specific laws against using children for drug trafficking.

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Samoa has established a coordinating mechanism to combat the worst forms of child labor.

The Ministry of Commerce, Industry, and Labor (MCIL) is the primary government agency designated to enforce child labor laws.(5, 16) The Ministry of Women, Community and Social Development, and the Ministry of Education, may be called upon to help with investigations.(6)

The MCIL’s inspectors investigate complaints of violations of the Labor and Employment Act, including complaints of child labor violations, and refer them to the Ministry of Police (MOP) and the Office of the Attorney General for enforcement.(5, 16) In 2010, the most recent year in which information is available, eight inspectors from MCIL were assigned to carry out inspections.(5) No information was identified on the number of enforcement actions or the number of violations found during the reporting period.

Trafficking-related investigations are conducted by the Transnational Crimes Unit of the MOP.(17)

Government Policies on the Worst Forms of Child Labor

Research found no evidence of any policies to address some of the worst forms of child labor, namely in dangerous activities in agriculture, domestic service or street vending.(3)

The Government did not appear to collect information on exploitative child labor in 2011. The last official study on child labor was conducted in 2005.(18)

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

In partnership with Australia and New Zealand, the Government operates the Samoa School Fee Grant Scheme (SSFGS), which provides free education to all primary school children enrolled in government and mission (church-run) schools.(3, 5, 19, 20) Approximately 99 percent of Samoan

Samoa

primary school students attend schools covered by the SSFGS Program, while the remainder are enrolled in private schools. One of the Program's aims is to discourage street vending by children by making school enrollment and attendance affordable to parents who are otherwise unable to pay school fees.(19) Anecdotal evidence, however, suggests the free education scheme, which began in 2010, has not curbed the problem, and child street vending is increasing.(3)

The Government is also implementing the Education Sector Program II with help from the Asian Development Bank and the Governments of Australia and New Zealand, designed to improve curriculum, learning materials, a national assessment system, teacher training and facilities. This Program will run through 2013.(21)

As part of the Strategy for the Development of Samoa 2008-2012, the Government has established several goals to improve school attendance, particularly for girls. These goals include reducing water-carrying burdens by creating more water sources closer to homes to lessen the time girls spend fetching water, and the construction of separate restroom facilities at schools for boys and girls.(22)

Besides efforts to discourage street vending by children through the SSFGS, research has not found evidence of any programs by the Government specifically intended to address the worst forms of child labor in agriculture, street vending or domestic services.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor and Employment Act 1972 to provide specific protections against hazardous work activities for all children under age 18.	2009, 2010, 2011
	Amend provisions in the Crimes Ordinance 1961 prohibiting the commercial sexual exploitation of children to apply to males.	2009, 2010, 2011
	Ensure appropriate legal protection for children who work outside a fixed location, such as in street vending.	2009, 2010, 2011
	Complete and adopt a list of hazardous occupations for children.	2011
	Clarify the law to provide complete protection against domestic trafficking.	2011
	Clarify whether the law prohibits the use of children for illicit activities such as drug trafficking.	2011
	Ensure access to free primary education.	2010, 2011
Coordination and Enforcement	Collect and make publicly accessible data on the number and type of inspections related to the worst forms of child labor.	2009, 2010, 2011
	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
Policies	Establish policies to address the relevant worst forms of child labor in Samoa.	2009, 2010, 2011
	Conduct comprehensive research to better understand the extent and nature of the dangers contributing to the worst forms of child labor in agriculture, domestic service and street vending.	2010, 2011
Social Programs	Develop and implement programs to protect children from engaging in the worst forms of child labor in Samoa, including children working under exploitative conditions in agriculture, street work and domestic service.	2009, 2010, 2011

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Sao Tomé and Príncipe

In 2011, São Tomé and Príncipe made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government, along with other members of the Community of Portuguese-Speaking countries, approved four target areas in which they will focus their efforts to combat child labor. In addition, the Government launched the National Network for the Education for All Program, which will include an initial, comprehensive data collection effort to better understand the current state of education in the country. However, São Tomé and Príncipe's laws do not fully protect children from commercial sexual exploitation and trafficking. Further, the Government has not established a coordinating mechanism or national policy to combat the worst forms of child labor. Current Government programs do not target all sectors in which children engage in the worst forms of child labor and children in São Tomé and Príncipe continue to engage in the worst forms of child labor, including in agriculture and street work.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	15.4 (6,218)
Attending School	5-14 yrs.	68.8
Combining Work and School	7-14 yrs.	13.7
Primary Completion Rate		114.7

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MISC Survey, 2000.(2)

Prevalence and Sectoral Distribution of Worst Forms of Child Labor

Children in São Tomé and Príncipe are engaged in the worst forms of child labor, including in street work and dangerous activities in agriculture. Children in towns and urban centers engage in dangerous work, namely street vending.(3, 4) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(5)

The most common form of work in São Tomé and Príncipe is light work on farms and plantations in rural areas.(6-8) However, there is limited evidence that some agricultural

work is dangerous.(9, 10) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(9)

Some children in São Tomé and Príncipe are also involved in domestic service.(6-8, 11) Children employed as domestics may work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(12) Some reports suggest that children may also perform unsafe tasks in carpentry and artisanal workshops.(3, 4) In addition, children are also reported to engage in begging.(6)

Limited evidence suggests that the commercial sexual exploitation of children is a problem in São Tomé and Príncipe.(13)

Laws and Regulations on the Worst Forms of Child Labor

The Law on Individual Labor Contracts sets the minimum age for work in São Tomé and Príncipe at 14 and the minimum age for hazardous work at 18.(14) The law also limits children younger than age 18 from working more than 7 hours per day and 35 hours per week.(14) In order to work legally, children ages 14 to 17 must obtain written parental consent and proof of school attendance.(8) Though the legislation calls for the development of a list of hazardous occupations from which children will be prohibited, research found no evidence that a list has been developed.

The Constitution of São Tomé and Príncipe prohibits forced or compulsory labor.(6, 15) The Criminal Code sets the age of legal consent for sexual intercourse at 12, protecting

some very young children from certain forms of sexual exploitation.(16) The Penal Code outlaws promoting, favoring or facilitating child prostitution, or the corruption of a minor under 18.(17) However, laws do not fully protect all children younger than age 18 from commercial sexual exploitation and child prostitutes between 12 and 18 are viewed by the law as criminals and are subject to prosecution.(13, 18) Though the Criminal Code penalizes the removal, concealment, swapping, kidnapping or abduction of minors, there do not seem to be any laws explicitly prohibiting the sale and trafficking of children.(18) The Government has drafted a new Penal Code with specific penalties for trafficking offenses and crimes against children. However, the Draft legislation is still being considered by the National Assembly.(7, 8, 18-20)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

São Tomé and Príncipe's Law prohibits the use of a child by an adult for illicit activity.(8) The minimum age for compulsory recruitment into the military is 18.(18)

The Constitution guarantees the provision of free and compulsory basic education.(15) The Basic Education System Law establishes 6 years of mandatory basic education, providing free schooling to children through sixth grade or age 15, whichever comes first.(6, 8, 21, 22) However, in practice, some students in rural areas stop attending school after fourth grade.(10, 22, 23) Although the extent of the problem is unknown, some schools do not provide education through the sixth grade. Those that do are largely concentrated in district capitals and are inaccessible to rural children.(13,23,24) Children who stop attending school before reaching the

minimum age for employment are especially vulnerable to the worst forms of child labor, as they are not in school but may not legally work.

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of São Tomé and Príncipe has established a coordinating mechanism to combat the worst forms of child labor.

The Department of Labor Inspection within the Ministry of Health and Social Affairs is responsible for enforcing labor laws, including those regarding exploitative child labor. The Department's budget of \$300,000 in 2011 was insufficient, and the Department lacks basic equipment for conducting inspections and daily operations. It is housed in a single office, has outdated and malfunctioning computers and does not have a vehicle.(4, 7, 8) The Department of Labor Inspection forms teams to deal with labor exploitation on an *ad hoc* basis. The teams comprise members from other government agencies, including immigration officials, the police, tax administration officials, social workers and members of the social security administration.(4, 7, 8) The Government employs 15 labor inspectors who work in these small teams throughout the country.(7, 8, 20)

Complaints regarding the worst forms of child labor may be lodged with the Department of Labor Inspection or the police.(7) During the reporting period, no investigations of exploitative labor cases involved children.(8)

The Ministry of Justice and Public Administration Reforms is responsible for the enforcement of criminal laws related to the worst forms of child labor and trafficking in persons. During the reporting period, there were no criminal investigations or prosecutions involving the worst forms of child labor or child trafficking.(8)

Government Policies on the Worst Forms of Child Labor

Research found no evidence of any national policies to address the worst forms of child labor. However, in March 2011, São Tomé and Príncipe and other members of the Community of Portuguese-Speaking countries approved four target areas in which they will focus their efforts to combat child labor. These areas include the exchange of information and experiences, awareness-raising campaigns, use of statistical methodologies to collect child labor data, and technical cooperation and training.(25-27)

Sao Tomé and Príncipe

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

The Government participates in a USDOL-funded program to combat the worst forms of child labor in five Lusophone countries in Africa. The 2-year, \$500,000 project aims to foster information sharing between Brazil and target Lusophone countries about best practices for eliminating the worst forms of child labor. The project will also provide technical assistance for countries to develop or refine national action plans on child labor.(28)

The Government also supports three centers that provide shelter, education and skills training to approximately 250 at-risk children, including street children and orphans.(7, 8, 10, 19) Apart from partial funding, the Government provides the centers with land, buildings, social work staff and school stipends for beneficiaries.(8)

During the reporting period, the Government launched the National Network for the Education for All Program. The Program will include an initial, comprehensive data collection to better understand the current state of education in the country. Other components will include capacity building for teachers and a campaign to sensitize parents to the importance of education.(29) The Government also runs a program to help poor mothers keep their children in school.(30) However, the question of whether these programs have an effect on child labor does not appear to have been addressed.

In 2011, a media campaign to prevent child labor continued. The Government also granted assistance to some low-income families to keep children in school.(6)

The Government does not have programs that specifically target children in agriculture, domestic service, or commercial sexual exploitation.

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in São Tomé and Príncipe:

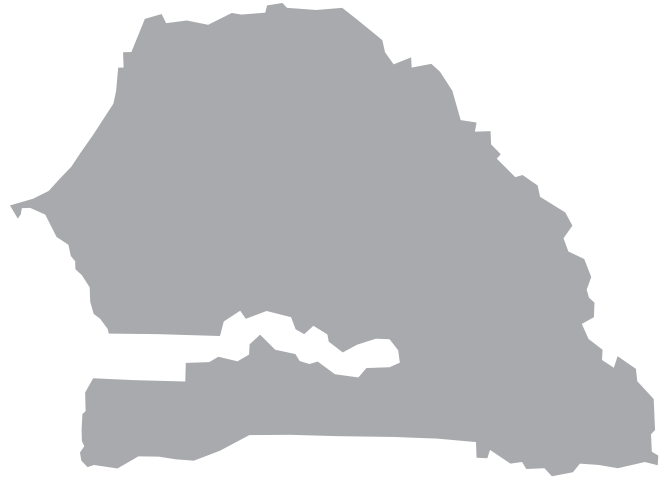
Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Develop a list of hazardous occupations in which children younger than age 18 are prohibited from working.	2009, 2010, 2011
	Amend the law to protect all children younger than age 18 from commercial sexual exploitation, including prostitution and pornography.	2009, 2010, 2011
	Amend the law to ensure that children in prostitution are treated as victims rather than offenders under the law.	2011
	Enact and enforce legislation to explicitly prohibit child trafficking.	2011
	Pass and enforce the draft legislation for the new Penal Code.	2010, 2011
	Explore ways to increase access to schooling and enforce the compulsory education law.	2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2010, 2011
	Address the resource needs of the Department of Labor Inspection to effectively conduct inspections and enforce child labor laws.	2009, 2010, 2011
Policies	Adopt policies to address the worst forms of child labor, particularly for children working in agriculture, domestic service, street work and commercial sexual exploitation.	2009, 2010, 2011
Social Programs	Assess the impact of existing education programs on child labor.	2011
	Develop new and expand existing programs to reach more children in the worst forms of child labor, particularly those in agriculture, domestic service and commercial sex work.	2009, 2010, 2011

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Senegal

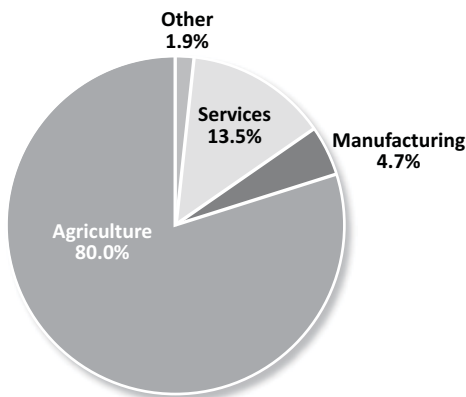
In 2011, Senegal made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government implemented a national task force to combat trafficking in persons and continued efforts to target street children, particularly those engaged in forced begging. However, Senegal's laws do not fully protect children from child labor. In particular, laws contain exceptions allowing children to work in underground mines and quarries. Although both the Ministry of Labor and the police force have units dedicated to enforcing laws related to child labor and child protection, these enforcement agencies lack adequate resources and jurisdiction to effectively carry out their work. In addition, redundancy among government agencies and interagency bodies tasked with combating child labor results in confusion about each body's scope of responsibility and also impedes effective coordination and implementation of the efforts. Children in Senegal continue to engage in the worst forms of child labor, including in dangerous activities in agriculture.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	15.6 (457,784)
Attending School	5-14 yrs.	50.3
Combining Work and School	7-14 yrs.	7.1
Primary Completion Rate		59.2

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2007.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Senegal are engaged in the worst forms of child labor, primarily in dangerous activities in agriculture.(3) Children working in agriculture may use dangerous tools, carry heavy loads and apply pesticides.(3-6) Limited evidence suggests that children in rural areas also work in forestry and cattle herding, which may expose them to disease or injury.(3,4, 6)

Children also work in the fishing sector.(4-6) In Senegal, fishing sometimes involves the use of explosives to kill large quantities of fish.(7) Children in fishing are also susceptible to other risks such as drowning.(8)

Children are also engaged in domestic service.(4-6, 9-11) Children employed as domestics may work long hours and are isolated in private homes where they are susceptible to physical and sexual exploitation.(10) Many child domestics are victims of human trafficking. Girls as young as age 10 are brought from abroad and from rural areas in Senegal to work as domestics in the country's urban centers.(4, 9, 12, 13) Similarly, children are trafficked domestically and internationally for work in prostitution and sex tourism.(5, 9, 12-14) Limited evidence suggests that both girls and boys are involved in commercial sexual exploitation, sometimes with the involvement of adult pimps.(13)

In Senegal, it is traditional practice to send boys to Koranic teachers called *marabouts* to receive education, which may include vocational training and apprenticeship. Some *marabouts* force their students, called *talibés*, to beg on the streets for money and food and to surrender their earnings.(6, 9, 12, 15-17) *Marabouts* typically set a daily quota that *talibés* must meet or otherwise face beatings.(6, 12, 15, 16)

Some *talibés* who fail to meet quotas are forced to spend the night on the street.(16) Tens of thousands of *talibés*, mostly under age 12, are estimated to be in situations of forced begging. On the streets, they work long hours and are vulnerable to car accidents, disease and severe weather, including scorching heat.(16) These boys often live in overcrowded, unsanitary conditions; receive inadequate food and medical care; and are vulnerable to sexual exploitation.(16) According to various stakeholders, including the ILO Committee of Experts, the problem of forced begging appears to be increasing in Senegal.(14, 18)

Talibés are typically trafficked to major cities from rural areas within Senegal and from neighboring countries.(4, 6, 9, 16, 19) Senegalese children are also trafficked to The Gambia and to Mauritania where religious teachers force them to beg.(20) Although evidence is limited, there is reason to believe some *talibés* are used to harvest cashews, mangoes and oranges.(6) These children typically work long hours. In the Casamance Region, *talibés* working in the fields are exposed to land mines left from a 29-year conflict in the region.(6, 21) Though evidence is limited, *talibés* in Thies reportedly collect garbage from homes, sometimes carrying very heavy loads.(22)

Other children engage in street work independently. They typically vend goods, shine shoes and wash cars.(4, 14, 23) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(24)

Children in Senegal work in dangerous conditions in gold mines. Though the extent of the problem is unknown, children also work in salt mines and rock quarries.(4, 6, 9, 11, 25-29) They are exposed to unsafe and unhealthy working conditions such as carrying heavy loads, sifting through dirt using mercury to attract precious metals and working without protective gear.(6, 7, 26, 28, 29) Children also perform dangerous work in construction, automobile repair, metal and wood work as well as at dumpsites.(6, 20, 30)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment, including apprenticeships, at 15.(31) However, section L.145 of the Labor Code grants the Minister of Labor authority to waive the minimum age based on local needs.(32) *Arrêté ministériel n° 3750* and *3751* prohibit children from working in hazardous conditions and identify circumstances in which children under age 18 cannot work or can only work under certain conditions.(33, 34) An exception within these laws allows boys under age 16 to work in underground mines and quarries if they are doing “light work,” such

as sorting and loading ore, handling and hauling trucks within specified weight limits and handling ventilation equipment.(4, 17, 32, 34, 35) However, limiting children to “light work” does not protect them against the common dangers associated with underground mining, including noise-induced hearing loss, heat stroke, rock falls, fires, explosions, equipment accidents, entrapment, electrocution and radon exposure; therefore, this exception is inconsistent with the international standards set forth by ILO Convention 138.(36) *Arrêté ministériel n° 3749* prohibits activities considered to be worst forms of child labor and includes, among others, forced labor, slavery, prostitution, begging for a third party, drug trafficking, scavenging garbage, slaughtering animals, work with dangerous products and work that imperils the health, safety or morality of children.(37)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	17
	Free Public Education	Yes

The Constitution bans forced labor.(4) Senegalese law also defines slavery as a crime against humanity.(5) The minimum age for compulsory military recruitment is 20, while the minimum age for voluntary recruitment is 18.(4, 38)

The Penal Code prohibits the procurement of a person into prostitution or acting as an intermediary for prostitution. If the crime involves a minor younger than age 13, sentences are more severe.(39) The Penal Code also prohibits using, procuring or offering a child for pornography.(35) Law nNo.° 2005-06 prohibits all forms of trafficking and provides stringent penalties.(40) Law °No. 2005-02 proscribes begging and establishes penalties for those who enable, coerce or force others to beg for their profit.(5) Research did not find laws that fully protect children from being involved in illicit activities.

The Constitution mandates state provision of free education.(41, 42) Law No. 2004-2037 requires children to attend school until the age of 17.(4)

Institutional Mechanisms for Coordination and Enforcement

The Government of Senegal has established several bodies tasked with coordinating efforts to combat worst forms of child labor. The Interagency Committee Against Child Labor, chaired by the Ministry of Labor (MOL), is responsible for coordinating initiatives to address child labor.(4, 18) The committee comprises employers' organizations, 20 ministries, religious leaders, international agencies and governors from various regions.(43) Though a new coordinator was appointed in October 2011, the committee was reported to be nonfunctional during the reporting period.(18, 44) Despite limited technical support from the ILO, the committee does not receive program funding from the Government.(18)

The Ministry of Family (MOF) coordinates another national committee against child labor.(4) In 2010, the Government formed a third body with child labor in its purview, the National Task Force Against the Mistreatment of Persons, in Particular Women and Children (NTAMP), which came into existence formally in February 2011. The Task Force is charged with reporting on human trafficking in Senegal and with coordinating efforts to combat the problem.(9) During the reporting period, NTAMP was largely inactive and received only a minimal budget of \$20,000.(18) Redundancy between these three bodies creates confusion and hinders effective collaboration and implementation of efforts.(5, 16)

The MOL is responsible for enforcing child labor laws through the Labor Inspections Office and the use of social security inspectors.(4, 22) Labor inspectors monitor and enforce minimum age and all other labor laws in the formal sector, which includes state-owned corporations, private enterprises and cooperatives.(20, 22) If an incident of child labor is found during an inspection, the inspector informs the business owner that the child should be removed from work. If the child is not removed within the specified timeframe, the case is turned over to a local tribunal for adjudication.(22) As this process does not penalize violators on their first offense, it may not deter employers from exploiting children in the workplace.

Based on the most recent data available, approximately 147 MOL employees are charged with carrying out labor inspections.(22) The MOL's Child Labor Unit is responsible for maintaining a database of child labor violations and for monitoring and evaluating child labor activities. However, the Unit's work is carried out through part-time contributions of MOL staff, whose primary responsibilities are to other

units.(43, 44) No child labor violations were reported as a result of inspections during the reporting period.(4)

The Ministry of Justice and the Senegalese police lead enforcement efforts involving child trafficking, begging, commercial sexual exploitation and the use of children for illicit activities.(4, 20) However, with few exceptions, Koranic schools (*daaras*) are not subject to government regulation or inspection.(16) The Ministry of Education intends to create a *daara* inspection unit, increase monitoring and integrate religious schools into the national education system.(45)

The Children's Unit of the Senegalese police force specializes in child protection. However, the Unit's territorial jurisdiction is limited to Dakar and the office employs only two agents.(4, 5) Though other police stations in Senegal are expected to report cases involving children to the Unit, research found no evidence that this occurs regularly.(5) There is also a police vice squad responsible for combating sex tourism, including sex tourism related to children. The vice squad patrols tourist areas, including beaches, hotels, bars, nightclubs and massage parlors.(5) Local police and *gendarmes* are responsible for intervening in cases where children face physical abuse in forced labor situations.(4)

During the reporting period, two *marabouts* were arrested for severely beating the students they had forced to beg on the street. They were charged with child abuse. No charges related to child trafficking or child labor have been brought against the men.(18) Otherwise, there were no investigations, prosecutions or convictions involving child labor during the reporting period.(18)

Government Policies on the Worst Forms of Child Labor

In December 2011, the MOF's Office of Child Protection released a National Strategy for the Protection of Children. This policy would create a national body to coordinate child protection efforts from a social policy, rather than a justice or law enforcement, perspective. As of the end of the reporting period, the Strategy was awaiting full government approval.(18)

The Government of Senegal has adopted the National Action Plan to Combat Trafficking (in persons). The Plan's goals include enhancing the legal framework, effectively implementing laws, providing effective protection and care for victims, and strengthening social and education initiatives for vulnerable children.(5, 9, 13, 14)

The Government has integrated child labor issues into several relevant development policies. These policies include the United Nations Development Assistance Framework

(2007-2011); the Ten-Year Education and Training Program (2000-2015), which aims to provide quality, universal primary education to all children by 2015; the Poverty Reduction Strategy Paper (2006-2010), which promotes better conditions for *talibés* and focuses on social protection and risk management for vulnerable groups, including children; and the National Social Protection Strategy (2005-2015), which classifies children as a specific vulnerable group and includes provisions for their protection against harmful practices, exploitation and violence.(4, 46-50)

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

The MOF continues to run the Project to Fight Against the Mistreatment of and the Worst Forms of Child Labor, led by the MOF's Office of Protection of the Rights of Children.(18) The Project aims to enhance government capacity to design and implement local initiatives to address child trafficking and other worst forms of child labor, particularly forced begging, forced labor of girls and commercial sexual exploitation.(4, 5) At the local level, technical monitoring committees, composed of public and private stakeholders, oversee the implementation of the project. As a result of the program, some departmental governments have developed individual action plans to address child labor.(5) During the reporting period, the MOF's Department of Child Protection provided training to approximately 120 government officials on the 2005 anti-trafficking legislation.(9)

The Project includes various initiatives to specifically combat forced begging among *talibés*. During the reporting period, the Project published a book that cited arguments grounded in Islam against the mistreatment of children and child begging. The book was distributed to 4,600 individuals, including religious and government leaders.(11, 18) The Government of Senegal also conducted trainings throughout the country to educate parents and communities about the dangers involved in sending children to *daaras* in which they may be forced to beg.(18) The MOF worked to enhance the capacity of Local Community Committees, training them to identify children in forced begging and refer them to the appropriate services.(18)

The Government continues efforts to build and promote "modern *daaras*," where students receive Koranic instruction as well as courses in reading, writing and mathematics.(18) Approximately 60,000 students now attend these government-supported *daaras*.(11) The Government also participates in the USAID-funded Basic Education Program to improve the quality of and access to education. A key objective of the program is to ensure *talibés* receive basic education.(51) However, given the rising number of *talibés* in forced begging,

current government programs are not extensive enough to effectively combat the problem.(16, 18)

The Government of Senegal currently participates in several multimillion dollar projects to eliminate the worst forms of child labor, including a 4-year, \$5.2 million regional Spanish-funded project and a 3-year and a \$1.79 million UN-funded project to ameliorate the conditions of at-risk children in Senegal.(52) The regional project focuses on the development and implementation of national action plans to combat the worst forms of child labor.(52) In addition, the project seeks to enhance sustainable action from national government institutions, private sector actors, and civil society organizations. The UN-funded project, which will run through 2012, is working to enhance awareness, monitoring and prevention of the worst forms of child labor in Thies.(53)

The Government also continues to participate in a 3-year, \$7.9 million regional project funded by USDOL. The project is designed to strengthen ECOWAS's Child Policy and Strategic Plan of Action and to develop programs focusing on child trafficking as it pertains to the Strategic Plan.(54) In December 2010, the Government began participating in a second USDOL-funded regional project. The \$5 million, 3-year project is meant to expand and extend the work of the initial project.(55)

The Ginddi Center is the only fully government-run shelter in Senegal that serves abused and vulnerable children, including runaway *talibés*, street children and child trafficking victims.(6, 11) The Center provides shelter, food, education, vocational training, family mediation, and medical and psychological care.(4-6, 9, 16) It also operates a toll-free child protection hotline through which the public can report violations of children's rights, including instances of child labor abuses.(5, 9) The Government of Senegal also oversees the country's NGO-run children shelters, contributing technical assistance and staff. However, these shelters are often filled to capacity and the total number of facilities is insufficient in relation to the number of children on the streets.(16, 18)

During the reporting period, the Government responded to a conflict-driven increase in the number of internally displaced persons (IDPs) by supplying food to and enrolling children of IDPs in schools in Ziguinchor.(6) The Government estimated that there are 10,000 IDPs in the Casamance Region, while other estimates place the number of IDPs as high as 40,000.(6)

Despite the efforts discussed above, existing programs do not target commercial sexual exploitation, domestic service or hazardous work in agriculture, mining and forestry.

Senegal

Although education is free and the Senegal Basic Education Project (2009-2013) allocates grants to NGOs committed to reducing the dropout rate, some families are prevented from sending their children to school because they cannot afford

to pay for books, uniforms or other supplies.⁽⁵⁶⁾ In addition, some girls reportedly left school after being sexually harassed by school staff and as a result of early pregnancy.⁽⁶⁾

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Code so that the only exceptions to the minimum age for employment are consistent with international standards, specifically those set out by ILO Convention 138.	2011
	Amend the law to prohibit all children under age 18 from engaging in any work in underground mines and quarries.	2009, 2010, 2011
	Ensure laws fully protect children from all illicit activities.	2011
Coordination and Enforcement	Ensure the effectiveness of coordinating mechanisms on child labor by: <ul style="list-style-type: none"> Facilitating regular meetings of responsible bodies to actively work towards achieving mandates. Eliminating redundancy and defining distinct scopes of responsibility. Providing adequate funding and resources to relevant bodies. 	2010, 2011
	Penalize labor law violators on their first offense to create a stronger disincentive to illegally employ children.	2010, 2011
	Assess the sufficiency of resources provided to authorities tasked with enforcing child labor laws, particularly the Child Labor Unit of the MOL.	2010, 2011
	Act swiftly to create and adequately equip a <i>daara</i> inspection unit to increase monitoring and remediation of forced begging practices in Koranic schools.	2010, 2011
	Expand the jurisdiction and capacity of the Children's Unit of the Senegalese police force or implement systems to connect local police forces and the unit to better track and combat child labor.	2010, 2011
	Approve and implement the National Strategy for the Protection of Children.	2011
	Develop new and expand existing programs to combat the worst forms of child labor, by: <ul style="list-style-type: none"> Opening more shelters and service centers for abused and vulnerable children, including <i>talibés</i>, street children and child trafficking victims. Establishing more extensive programming to address the most pressing worst forms of child labor, including forced begging, commercial sexual exploitation, domestic service and hazardous work in agriculture, mining and forestry. 	2010, 2011
Assist families to ensure all children may attend school.	2010, 2011	
Expand programs to address the special needs of girls.	2011	

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In 2011, Serbia made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government secured yearly funding for the care of foreign and domestic trafficking victims and passed social welfare legislation that defines trafficking victims as a separate category of beneficiaries. However, Serbia's laws fail to fully protect children from the worst forms of child labor. Serbia does not specifically prohibit the use, procurement or offering of a child for the production and trafficking of drugs. In addition, the Criminal Code only provides punishment for producing pornographic materials with, and showing pornographic materials to, children under age 14 rather than under age 18. There is also a lack of specialized shelters for child victims of human trafficking and a number of expired and unfunded child protection policies. Children in Serbia, particularly Roma children, continue to engage in the worst forms of child labor, including forced begging and working on the street.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	6.0
Attending School	5-14 yrs.	92.5
Combining Work and School	7-14 yrs.	6.7
Primary Completion Rate		96.4

Sources:

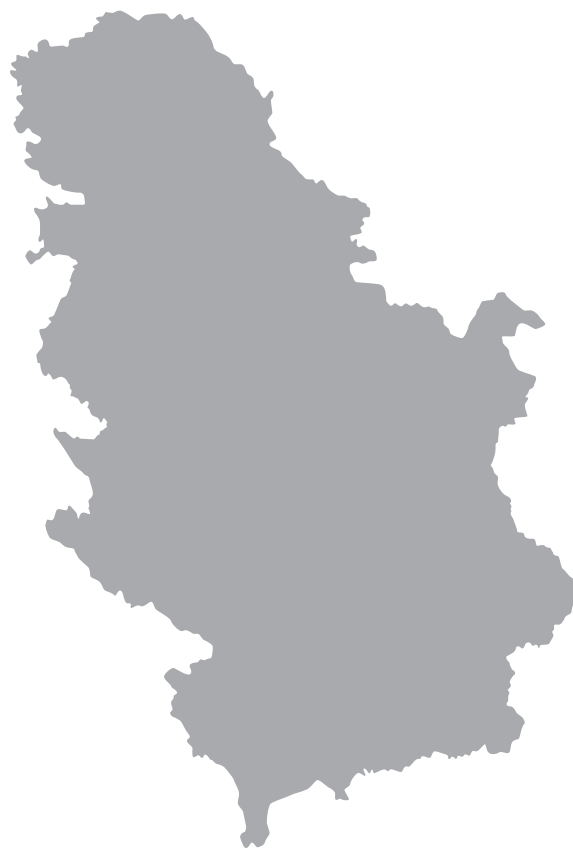
Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

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Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Serbia engage in the worst forms of child labor as a result of being trafficked for organized begging, sexual exploitation and work in the informal sector.(3-6) Although the extent of the problem is unknown, the most vulnerable children include those from impoverished rural communities, children in foster care and Roma children.(6)

Children are engaged in farming to a lesser extent, although evidence for this is limited.(7) Children's work in agriculture may involve the use of potentially dangerous machinery and tools, carrying of heavy loads and the application of harmful pesticides.(8)



Laws and Regulations on the Worst Forms of Child Labor

The Constitution sets the minimum age for work at 15, and for hazardous work at 18.(9) Article 60 of the Constitution also includes a provision for special protections at work and special work conditions for young persons. The Constitution calls for the protection of a child from psychological, physical and economic harm, and from any other form of abuse or exploitation.(9) However, there are no legal provisions that outline a specific list of activities or occupations that are hazardous and prohibited to children.

Article 26 of the Constitution bans slavery or situations similar to slavery, including human trafficking and forced labor.(9) The Criminal Code of Serbia prohibits child prostitution, trafficking, and enslavement of children.(10) The Law on the Protection Program for Participants in Criminal Proceedings of 2006 regulates the protection of and assistance to victims of human trafficking, including children.(6)

The Criminal Code provides sentences of at least 5 years in prison for individuals found guilty of trafficking minors.(5) The Law on Foreigners allows victims of human trafficking to obtain temporary visas.(8)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

There is legislation that stipulates punishment for producing or showing pornographic materials involving children under age 14. This includes the use of computer networks for sex crimes against children.(10) This provision leaves children ages 14 to 18 unprotected from exploitation through pornography.

The Criminal Code does not specifically prohibit the use, procurement or offering of a child for the production and trafficking of drugs and other illicit activities.

The Law on Military, Labor and Material Duty stipulates that individuals under age 18 will not be sent to compulsory military service.(11)

Article 71 of the Constitution specifies that primary education is free and compulsory until the approximate age of 15.(9)

Institutional Mechanisms for Coordination and Enforcement

The National Coordinator for Combating Trafficking in Persons leads a team to address trafficking, which consists of representatives of multiple ministries, the Council for Children's Rights, the Agency for Coordination of Protection of Trafficking Victims, the Supreme Court, NGOs and some international organizations.(5) However, the National Coordinator position is not funded as a full-time position. It is unknown whether this affects the Government's ability to adequately coordinate trafficking activities.(5) Research also found no evidence of a coordinating mechanism to combat other worst forms of child labor.

The Ministries of Labor and Social Issues, Internal Affairs, Justice and Education are responsible for child labor issues.(12) In 2011, the Serbian Labor Inspectorate employed 261 Labor Inspectors. These inspectors lacked necessary equipment, such as computers and vehicles, to facilitate proper coverage of rural areas.(13) In 2011, the Labor Inspectors recorded no official reports or complaints of child labor in the formal economy.(3) There was no evidence that identified data on the number of inspections conducted.

The Ministry of Interior and the State Prosecutor's Office enforce laws against commercial sexual exploitation.(13) Every local police station has an anti-trafficking unit that may include cross-sectional teams of police, prosecutors, social workers and health workers. The state and border police have full-time anti-trafficking units.(14) Additionally, the Service for Fighting Organized Crime has an anti-trafficking department and works with regional police administrations to share information regarding instances of child trafficking.(6) Training is provided to a variety of government officials on how to recognize, investigate and prosecute trafficking, as well as how to provide proper assistance to victims.(5)

The Agency for the Coordination of the Protection of Trafficking Victims that has been based in the Ministry for Labor and Social Policy was supposed to act as an independent agency in 2012, as mandated in the social welfare law that was passed in March, 2011.(5) More current information is not available. During the reporting period, the Agency identified and rescued 20 child victims and potential victims of trafficking. Seven children were trafficked for sexual exploitation. Five children were identified and rescued from trafficking that involved begging, and one child was identified and rescued from a forced marriage, which due to its involuntary nature and the involvement of a third party, was considered to be trafficking, according to government authorities.(3)

Government Policies on the Worst Forms of Child Labor

The Government implemented policies that focus on social protection for Roma children, including the 2005-2015 Roma Decade Framework.(13) However, government authorities continued to forcibly evict Roma families from their homes or settlements for redevelopment projects, without providing alternative housing, leaving some Roma families homeless.(15, 16)

The Government's National Plan of Action for Children (NPA) was adopted in 2004 with the aim to reduce poverty, protect

children from abuse, exploitation and violence, and to ensure quality education and better healthcare for all children.(17) The Government, however, has not allocated any resources to the NPA since its inception. Nevertheless, some municipalities have allocated funds to create mechanisms to protect children that use the NPA as a framework.(17)

In 2010, the Ministry of Internal Affairs helped launch a program for Serbia through the United Nations Global Initiative to Fight Human Trafficking. Through this initiative, the Government worked to implement the National Action Plan to Combat Trafficking for 2009-2011.(18) During the reporting period, three additional initiatives against human trafficking have been ongoing: prosecutorial-judicial work with trafficking victims; production of a judicial curriculum on anti-trafficking measures; and efforts related to make a standalone trafficking protection agency (The Agency for the Coordination of the Protection of Trafficking Victims). Related to these initiatives, the Ministry of Justice drafted the “Special Protocol on the Treatment of Trafficking Victims by Judicial Authorities,” with the aim to provide judicial officials clear guidance to facilitate adequate treatment of trafficking victims, including the most vulnerable groups. During the reporting period, some NGOs observed that due to some judges’ unfamiliarity with trafficking, victims were detained, jailed and prosecuted for acts committed as a direct result of their being trafficked.(4) Reportedly, this initiative is still being processed due to its recent drafting.(5)

A strategic document entitled “General Protocol on Child Protection from Abuse and Neglect that was adopted under the National Plan of Action for Children of 2005 defines the general policy for children for the period until 2015.(19) Two additional protocols were also in place that focused on child protection against commercial sexual exploitation; the Special Protocol on Behavior of Law Enforcement Officers in Protecting Juvenile Persons from Abuse and Neglect, and the Special Protocol on Protection of Children Accommodated in Social Care Institutions. There is a lack of information of the impact these initiatives would have on reducing the number of children subjected to sexual exploitation.(19)

In March 2011, the Government passed social welfare legislation that defines trafficking victims as a new category of beneficiaries.(5)

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

The Government continued implementing the Child Allowance Program, which provides cash benefits to poor families conditional on school enrollment for children age 7 or older.(20) However, the amount of social spending on poor families appears to be low with spending representing 0.3 percent of the GDP.(20, 21) Undocumented families, particularly Roma families, are deprived of social benefits that are only granted to citizens.(7) A Ministry of Education project, Assistance to Roma Children in Education, seeks to encourage regular attendance of Roma children in school and provide training to help them learn the Serbian language to better integrate into the school environment.(6) Research found no information assessing the impact these education programs have on the worst forms of child labor.

The Government co-financed the production of a Serbian film to raise awareness on the experiences of Serbian trafficking victims with the purpose of educating the country’s youth, who are vulnerable to exploitation.(4) The National Coordinator’s Office continued to maintain an anti-trafficking website, and together with the Ministry of Interior it publicizes Serbia’s anti-trafficking hotline.(5)

In addition, the Government provides free access to social and medical care for foreign and domestic trafficking victims, and provides them with witness and victim protection services.(5, 14)

In 2008, the Government sold postage stamps to raise funds for a rehabilitation center for victims of human trafficking. The Agency for the Coordination of the Protection of Trafficking Victims continues to use money earned from the sale of these stamps to finance the activities of NGOs that provide services to human trafficking victims. Those funds were finally exhausted in 2011.(5)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact a list of hazardous activities and occupations prohibited to children.	2009, 2010, 2011
	Amend the Criminal Code to specifically prohibit the use, procuring, or offering of a minor under age 18 for the production and trafficking of drugs and other illicit activities.	2009, 2010, 2011
	Amend the Criminal Code that stipulates punishment for producing or showing pornographic materials involving children under age 14, to include all children under age 18.	2011
Coordination and Enforcement	Assess whether the part-time position of National Coordinator for Combating Trafficking in Persons is sufficient to effectively coordinate efforts across the Government.	2011
	Establish a coordinating mechanism to combat all worst forms of child labor.	2009, 2010, 2011
	Provide inspectors with the necessary tools and equipment to conduct thorough investigations for monitoring labor law violations, especially in rural areas.	2010, 2011
	Make labor inspection data publicly available.	2011
Policies	Implement commitments of the Roma Decade Framework by providing basic needs such as adequate housing for Roma families that face evictions.	2011
	Assess whether policies that have lapsed or gone unfunded, such as the NPA, should be re-initiated and how they might target children in the worst forms of child labor.	2009, 2011
	Support and provide continuous and dedicated funding for shelters for child victims of human trafficking.	2011
	Assess the impact the government policies had toward youth and children commercial sexual exploitation under the National Plan of Action for Children since 2005.	2011
Social Programs	Develop methods of educating and guiding eligible families in need about the requirements for proper registration and documentation in order to receive social assistance and take steps to protect all children, including undocumented children, from exploitation.	2011
	Conduct research on the impact that existing education programs may have on addressing the worst forms of child labor, especially for Roma children.	2010, 2011

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Seychelles

In 2011, Seychelles made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government published a study on prostitution in the country. It also launched the National Trust Fund for Early Childhood Care and Education and increased social security benefits to orphans and other needy children in the 2012 budget. However, the Government has not developed a comprehensive list of hazardous work prohibited to children, and laws do not protect boys from commercial sexual exploitation to the same extent as girls. Seychelles also did not investigate or prosecute any cases of child prostitution. Children in Seychelles reportedly engage in the worst forms of child labor in the commercial sex industry.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		133.1

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Although evidence is limited, research suggests that children in Seychelles are engaged in the worst forms of child labor in the commercial sex industry.(3, 4) Based on anecdotal reports, children between ages 13 and 18, predominantly girls, may be driven into prostitution by peers, family members or pimps.(3) Foreign tourists are believed to contribute to the demand for commercial sex acts in Seychelles, some of which is fulfilled by children. Seychellois children engaged in prostitution are exploited in nightclubs, bars, guest houses, hotels, brothels and in the street.(3) According to NGOs, drug addicts under age 18 are at risk of being forced into prostitution.(4) In addition, an economic downturn may cause more youth to be sexually exploited.(5)

Laws and Regulations on the Worst Forms of Child Labor

The Constitution of the Republic of Seychelles sets the minimum age for work at 15 and provides for a higher minimum age for employment deemed dangerous, unhealthy or otherwise harmful to normal childhood development.(6) The Conditions of Employment Regulations, 1991, specify that children under age 18 are prohibited from night employment and work in the restaurant, tourism or entertainment industries. However, children ages 15 to 17 may work in these industries and at night with the written approval of a "competent officer," although a definition for "competent officer" is not provided in the legislation.(7) This provision is inconsistent with international standards, whereby the absolute minimum age for hazardous work is 16. In addition, children ages 16 and 17 should only perform work considered hazardous under exceptional circumstances. Therefore, it is unclear whether this provision meets international standards. Children ages 12 to 14 may engage in occasional, non-recurrent light work, provided it occurs outside of school hours.(7) Despite the above protections, the Government has not developed a comprehensive list of hazardous work prohibited to children under age 18.(8-10)

The International Trade Zone (Conditions of Employment) Order 17 governs employment conditions in international trade zones, prohibiting within them the employment of children under age 15.(11) However, it does not contain any provision prohibiting children ages 15 to 18 from engaging in hazardous work.

The Constitution provides for freedom from slavery, servitude, and forced or obligatory labor.(6) The Penal Code

of 1955 explicitly forbids forced labor, trafficking in slaves or kidnapping for the purposes of involuntary confinement, slavery or removal from Seychelles.(12) The 2005 Penal Code Act criminalizes the prostitution and sexual exploitation of children.(12) The Act's specific provisions prohibit, domestically and internationally, the procurement, recruitment or exploitation of girls under age 21 for the purposes of prostitution.(9, 12) The Act also prohibits the procurement or detainment of any girl against her will with the intent to engage in sexual conduct or for the purposes of prostitution. Because these specific provisions do not seem to cover boys, it is unclear if boys are afforded the same level of protection as girls.(12, 13) The Penal Code Act also prohibits involving any child under age 18 in the production, possession, or exhibition of indecent material.(13) In 2011, the Government drafted amendments to strengthen the existing Penal Code on child prostitution, but these had not been adopted by the end of the reporting period.(3)

	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	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	16
	Free Public Education	Yes

Education is free and compulsory through grade 10, or approximately age 16.(6, 14) The Government also made secondary education free and available until age 18.(14)

Institutional Mechanisms for Coordination and Enforcement

The Department of Social Development (DSD), part of the Ministry of Social Development and Culture, is the primary agency responsible for implementing anti-child prostitution policies.(3) The National Council for Children, a partially government-funded NGO, advocates for children's interests

and rights through awareness-raising activities and by providing training and counseling; the Council's training programs are targeted at both children and adults and include a module developed to explain the provisions of the Convention on the Rights of the Child (CRC).(4, 15, 16) The Council may also care for victims of sexual or labor exploitation.(4)

The Ministry of Employment and Human Resources is the primary agency responsible for enforcing child labor laws. During the reporting period, the Ministry reported no cases of child labor that required investigation; nor were any children found working in the agricultural, fishing, boat-building, tourism or processing sectors.(5) In order to ensure that children were attending school, the Ministry of Education carried out regular inspections.(5)

The DSD has established district task forces made up of both government and NGO partners to address issues of child prostitution. It is unknown whether these district task forces intervened in any child prostitution cases; but the Government made no efforts to identify and take legal action against exploiters of children in the commercial sex industry, nor did it provide protective services to victims.(3) However, during the reporting period, the DSD published a study on prostitution in Seychelles that was commissioned in 2010.(3) Research has been unable to find the results of the study.

Research found no evidence of an agency to coordinate government efforts to eliminate the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

Research found no evidence of a government policy to combat the commercial sexual exploitation of children. However, in response to growing concerns over increases in child prostitution, the DSD began to discuss proposals for the creation of organizations and processes, including the "Minor's Brigade," to combat the issue.(3) To date, no official government statistics have been released on human trafficking.(3, 4) Research did not find any evidence of an effort to collect data on all other worst forms of child labor.

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

The Government has implemented some social programs specifically aimed at improving the welfare of children.(17) The Government works to fund child welfare initiatives including the Children's Homes Foundation, which provides housing for orphans and for children whose families face financial difficulties.(18) It also continues funding a program

that subsidizes bus fares for needy students.(19) In 2011, the Government launched the National Trust Fund for Early Childhood Care and Education to support and promote early childhood development and education projects. In an effort to better protect vulnerable groups, the Government increased all social security benefits, including orphans' benefits, in the 2012 budget.(17) However, the question of whether these programs impact the worst forms of child labor has not been addressed.

Additionally, the DSD conducted two sensitization campaigns on three islands that were directed toward high school youth at risk of exploitation through prostitution and drug abuse.(3) However, research did not uncover whether the Government made efforts to identify and provide protective services to victims.(3)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Eliminate legal provisions that potentially allow for children under age 16 to engage in hazardous labor if given the approval of a "competent officer."	2010, 2011
	Clarify that hazardous work that children ages 16 and 17 are allowed to perform is in compliance with international standards.	2011
	Develop a comprehensive list of hazardous employment prohibited to all children under age 18.	2009, 2010, 2011
	Amend International Trade Zone (Conditions of Employment) Order 17 to ensure that child labor laws for international trade zones are consistent with other international standards on the employment of children.	2009, 2010, 2011
	Clarify the Penal Code Act to specifically prohibit the trafficking of boys, and the procuring or detainment of boys for the purposes of prostitution.	2009, 2010, 2011
Coordination and Enforcement	Identify and enforce laws against exploiters of child prostitutes.	2011
	Establish a coordinating mechanism for government efforts to eliminate the worst forms of child labor.	2011
Policies	Consider collecting data on all worst forms of child labor and trafficking.	2009, 2010, 2011
	Finalize and implement proposals for the creation of organizations and processes to combat the commercial sexual exploitation of children.	2011
Social Programs	Evaluate the impact of social security benefits on the worst forms of child labor and adjust efforts accordingly to better protect vulnerable groups.	2011
	Ensure children who are victims of sexual exploitation are identified and provided with protective services.	2011

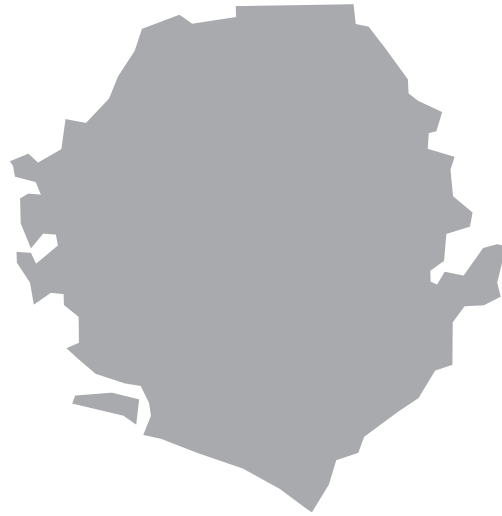
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Sierra Leone

In 2011, Sierra Leone made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified ILO Conventions 138 and 182 and established a Child Labor Unit within the Ministry of Labor and Employment. The Government also awarded grants to girls and the disabled attending secondary school and increased the number of teachers. Moreover, the Government prosecuted Ministry of Education staff for corruption. Despite these efforts, the Government has yet to implement any of the child labor provisions in the Child Right's Act, and limited funding has been provided for enforcement. The worst forms of child labor continue to exist, particularly in dangerous work in the agriculture and mining sectors.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	48.1 (872,561)
Attending School	5-14 yrs.	85.3
Combining Work and School	7-14 yrs.	35.7
Primary Completion Rate		74.4

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from DHS Survey, 2008.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Sierra Leone are engaged in the worst forms of child labor, particularly dangerous activities in the agriculture and mining sectors.(3) Reports indicate that child labor in agriculture is pervasive in rural areas, including in the production of coffee, cocoa and palm oil, with children as young as age 5 working in the fields.(4-9) Children working in agriculture may be exposed to chemicals, injured by dangerous machinery or tools and suffer physical harm from repetitive motions and carrying heavy loads.(10)

Thousands of children in Sierra Leone, primarily boys ages 10 and 17, work in alluvial diamond mines.(6, 11) Alluvial diamond mining relies on labor-intensive methods to locate diamonds, such as digging and sifting through mud and sand.(12) The mining is usually performed by informal and small-scale mining operations that operate outside the regulatory framework.(13)

Children engaged in alluvial diamond mining undertake hazardous activities, such as repeatedly shoveling and transporting gravel, and are exposed to infectious and mosquito-borne diseases that thrive in alluvial mining areas.(13) The children suffer back and chest pain and fatigue as a result of the activities they perform. Children also risk injury and death from mine pits collapsing.(11) One study found that nearly half of all child miners in the Kono District, the hub of Sierra Leonean diamond mining, work 8 to 10 hours per day, while more than half work at least six days each week.(11, 13) Although mine owners and operators typically do not employ girls or children under age 10 in direct mining activities, the mining sector utilizes these two groups in support roles. Young boys in this group generally provide food and water and take responsibility for less strenuous mining activities, while girls in support roles often work as vendors, hawking items such as drinks and cigarettes.(11, 13)

Children in Sierra Leone are also engaged in stone crushing in granite quarries in unsafe and unhealthy labor conditions, including carrying heavy loads and working long hours.(14) In large dumpsites in Freetown, children as young as age 10 are engaged in digging and gathering metal scraps, among other items.(3, 15, 16) Reports indicate that children frequent dumpsites, where they are exposed to unhealthy and dangerous labor conditions, including chemicals, and risk injury.(16)

Children are also engaged in the fishing industry.(3, 14) Limited evidence suggests that the worst forms of child labor are used in the production of particular types of fish, including snapper, mackerel and herring. Reports note that in addition to performing tasks, such as mending nets, children engaged in the fishing industry also work on boats to fish in the open

sea for several days in a row.(17-20) Fishing exposes children to risks, including the risk of drowning and working in cramped and unsanitary shipping vessels.(21)

Sierra Leone was engaged in an 11-year civil war that ended in 2002, which left many children vulnerable to the worst forms of child labor. One of the side effects of the war is that a large number of street children engage in the worst forms of child labor.(22, 23)

Sierra Leonean children are also engaged in street vending. Street children steal or beg, in some cases by force.(6, 24, 25) Children working on the streets may be exposed to multiple dangers, including severe weather, vehicle accidents and crime.(15) Street children are engaged in commercial sexual exploitation in cities such as Freetown and Bo.(6)

Some reports indicate that children are engaged in domestic labor, which commonly involves long hours and exposure to physical and sexual exploitation by their employers.(3, 6)

Sierra Leone is a source, transit and destination country for children and women trafficked for the purpose of forced labor and commercial sexual exploitation.(6, 26) The majority of trafficked victims are children trafficked from rural provinces or refugee communities to urban and mining areas.(15, 27)

Laws and Regulations on the Worst Forms of Child Labor

On June 10, 2011, Sierra Leone ratified ILO Convention 182 concerning the Worst Forms of Child Labor, and ILO Convention 138 concerning Minimum Age for Admission to Employment.(28)

The Child Rights Act, enacted in 2007, sets the minimum age for employment at 15. The Act also states that children must either be age 15 or have completed basic education (whichever is later) before entering into an apprenticeship in either the formal or informal sector.(29) Children are also prohibited from performing night work between the hours of 8 p.m. and 6 a.m.(29)

The law allows children ages 13 and older to engage in light work and prohibits children under age 18 from being employed in hazardous work, defined as work that is dangerous to a child's health, safety or morals. The law identifies the following activities as hazardous: seafaring; mining and quarrying; carrying heavy loads; and working in bars, in places where machines are used, and in environments where chemicals are produced or used.(29) Any person who violates the age restrictions within the Child Rights Act could face 2 years of imprisonment and/or a fine.(29)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Constitution of Sierra Leone prohibits forced and compulsory labor.(30) The Anti-Human Trafficking Act criminalizes all forms of human trafficking and the commercial sexual exploitation of children, including profiting from child pornography and prostitution.(31) The Child Rights Act stipulates that the Government will intervene to protect children who are forced to beg or are exposed to moral or physical danger. The age for voluntary recruitment into the armed forces is 18.(29, 32) Information was not available on whether there are laws regulating the use of children in illicit activities such as drug trafficking.

Labor laws including the Employers and Employed Act (1960) and Regulation of Wages and Industrial Relations Act of 1971 in Sierra Leone are outdated.(33-35) The laws do not include descriptions for hazardous work for children outside of the mining and shipping industries.(34) Fines prescribed in the laws do not reflect the present value of Sierra Leone's currency.(33-35) Therefore, their prescribed penalties may not be commensurate with the severity of the crimes.

The Constitution establishes free and compulsory primary and secondary education, or until the age of 15.(30, 36). Though education is free and the Government of Sierra Leone provides some free textbooks, some families cannot pay for uniforms, extracurricular activities, exercise books and supplies. In some cases, fees are charged for schools to pay the salaries of unregistered teachers.(37) In rural areas, some schools are too far away for children to attend.(36) Additionally, reports indicate that families may have difficulty losing the benefit of work the child may have provided during school hours.(36)

Institutional Mechanisms for Coordination and Enforcement

The Child Protection Unit of the Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA) has the primary responsibility for protecting children. Though the Ministry submitted plans and a budget to establish the inter-agency Commission for Children to coordinate and exchange information, as mandated by the Child Rights Act, it has yet to be established or funded.(29) Research has not identified evidence that a mechanism to coordinate efforts to combat the worst forms of child labor is currently in place.(38)

During the reporting period, the Ministry of Labor and Employment established a Child Labor Unit (CLU), which is responsible for enforcing child labor law and monitoring compliance with child labor regulations. The unit is staffed by a focal person, a factory inspector and a labor inspector. These staff members, however, are not solely dedicated to working on child labor issues. They staff the CLU on a part-time basis. According to the Government, the CLU lacks resources to establish branch offices to monitor child labor in remote areas of the country.(33) The Ministry of Labor and Employment employs 20 full time labor inspectors and 15 factory inspectors, including the two inspectors who work in the CLU. Inspectors conduct all labor inspections, including those on child labor.(3, 15) Because of funding limitations, the inspectors lack adequate equipment and transportation.(3, 15) After gathering evidence in child labor investigations, inspectors refer cases to other agencies or the police for possible action.(3) The penalty for violating prohibitions against employing children in hazardous work is a fine or a prison sentence of up to two years.(3)

At the district level, the Government employs labor officers that are responsible for all labor issues in the district.(29) In addition to inspections conducted by labor inspectors, district labor officers are responsible for initial investigations and enforcement of child labor provisions in the Child Rights Act and district councils are responsible for enforcement in the informal sector.(29) Following an investigation, labor officers and district councils refer cases to the police for possible prosecution.(29) Although they have not been established in many villages and chiefdoms, child welfare committees also monitor children.

The Ministry of Mineral Resources, charged with enforcing regulations against the use of child labor in mining activities, has a few hundred monitors in the field who sometimes intervene if child labor is found.(39) Many local community leaders and chiefs have enacted mechanisms to punish and

deter violations in the mining sector—with varying levels of success, including enacting by-laws to prohibit children from dangerous activities such as carrying heavy loads.(35, 39) Although they have the authority to do so, the Ministry of Mineral Resources has not suspended the licenses of mining operators who engage in child labor.(11, 39, 40)

No inspections or prosecutions for child labor violations were reported.

The Government has established a task force to coordinate anti-trafficking efforts and an Inter-Ministerial Committee on Trafficking co-chaired by the Ministry of Justice and the MSWGCA.(4) It includes the Ministries of Labor, Education, Internal Affairs, Information, Health, Foreign Affairs, Local Government, Youth and Tourism.(4, 33) The task force coordinates the needs and requirements of agencies involved in providing shelter and services for victims, and gathers some data on reported trafficking cases. The Task Force drafted guidelines for identifying trafficking in persons victims and in 2011 began to draft a 3-year anti-trafficking action plan.(15)

The Family Support Unit (FSU) of the Sierra Leone Police is tasked with investigating and prosecuting various crimes, including child trafficking. According to USDOS, four cases of child trafficking were reported in 2011.(4, 15)

In 2004, the Government of Sierra Leone also established the Human Rights Commission, which aims to coordinate efforts to protect and promote human rights through awareness raising; monitor and investigate complaints regarding human rights violations and produce and publish annual reports.(15, 41) Research has not identified the effectiveness of the Commission or any activities undertaken during the reporting period.

The Government of Sierra Leone continued to support the Special Court of Sierra Leone. The Court was established by the Government of Sierra Leone, and the UN and was mandated to try human rights violations cases that occurred since 1996.(42, 43) In 2011, oral arguments in the trial of Charles Taylor, the former President of Liberia and leader of the National Patriotic Front of Liberia rebel group concluded. The list of charges included the procurement and use of child soldiers in Liberia and Sierra Leone. In 2012, Charles Taylor was convicted and sentenced to a jail term of 50 years.(44, 45)

Government Policies on the Worst Forms of Child Labor

The Child Rights Act expresses the Government's formal policy on child labor. The Government's 2008-2012 Poverty

Reduction Strategy Paper (PRSP II), *An Agenda for Change*, includes policies to fight child labor by achieving universal primary education. The latest report on the progress of the PRSP II noted that child labor continues to be a serious challenge for the Government due to lack of resources.

In addition, the Government of Sierra Leone has an Education Sector Plan (2007-2015) and a UN Development Assistance Framework (2008-2010).^(3, 36, 46) The Primary Education Policy of 2001 implements education law.⁽³⁶⁾ There have been no assessments on the effects of these policies on the prevalence of the worst forms of child labor.

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

During the reporting period, the Government's statistics office, Statistics Sierra Leone, collaborated with the ILO on finalizing the National Child Labor Survey.⁽³⁾ Data and a final report from this survey have not been released. The MSWGCA completed a survey of Sierra Leone's street children, in partnership with Street Child of Sierra Leone and Help a Needy Child International.^(3, 40)

The Government of Sierra Leone continues to participate in the 4-year, \$21.1 million EU-funded, TACKLE Project.^(3, 47, 48) The Project aims to combat child labor through education in Sierra Leone, along with 10 other countries. The TACKLE Project also has the objective of strengthening the

Government's capacity to implement and enforce policies to prevent child labor.^(47, 48)

The Government supports shelters, which house child victims of forced labor and trafficking.⁽¹⁵⁾

The Government supports the UNDP-funded Youth Employment and Empowerment Program, which seeks to strengthen national policy, strategy and coordination for youth employment. The Youth Employment Network, which includes a partnership between UN, ILO and the World Bank, manages the Youth to Youth Fund for youth-led organizations to pilot innovative, small-scale youth entrepreneurship projects.⁽⁴⁹⁾

To improve access to education, Sierra Leone increased the number of teachers and awarded grants to girls and the disabled attending secondary school and university; it also investigated and prosecuted Ministry of Education personnel engaged in corrupt practices.⁽⁵⁰⁾ The Government also has a program to commercialize the agriculture sector.⁽³⁾ The youth employment, education and agriculture programs may reduce the prevalence of child labor; however, no assessments of the impact of these programs on child labor have been identified.

Despite these programs, the Government's investment in social programs continues to be insufficient to address the scope of child labor in Sierra Leone, particularly among children working in agriculture, mining, fishing and domestic labor.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Update labor laws to ensure that penalties are commensurate with the severity of violations.	2010, 2011
	Clarify laws to prevent the use of children in illicit activities such as drug trafficking.	2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Fully establish the National Commission for Children.	2010, 2011
	Fully fund and staff the Child Labor Unit of the Ministry of Labor and increase efforts to enforce worst forms of child labor laws and appropriately fund labor inspectors.	2011
	Ensure the Ministry of Mineral Resources revokes the licenses of operators who employ child labor.	2010, 2011
	Publish data on worst forms of child labor inspections and prosecutions.	2010, 2011

Sierra Leone

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Develop and provide funding for social programs to eliminate the worst forms of child labor in agriculture, mining, fishing and domestic labor.	2009, 2010, 2011
	Make child labor data available, including the data from the National Child Labor Survey.	2010, 2011
	Assess the impact of the youth employment, education and agriculture programs on reducing the worst forms of child labor.	2011

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Solomon Islands

In 2011, the Solomon Islands made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government passed the Immigration Act 2012, which prohibits and punishes all forms of trafficking in persons and provides specific legal protections against the trafficking of children. While the Government met some goals of its National Children's Policy's National Plan of Action for 2010-2015, education is not compulsory and laws do not adequately protect all children from hazardous work and commercial sexual exploitation. The Government has also not established a body to coordinate efforts to combat child labor, and resources for enforcement are lacking. Children in the Solomon Islands continue to engage in the worst forms of child labor, including commercial sexual exploitation, particularly in association with the fishing and logging industries.

Statistics on Working Children and Education

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

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Some children in the Solomon Islands are engaged in the worst forms of child labor, primarily in commercial sexual exploitation.(3, 4) Both boys and girls are engaged in commercial sexual exploitation associated with the logging, tourism and fishing industries in areas near logging camps, on fishing boats and in the capital city of Honiara.(4-10) In particular, girls are trafficked within the Solomon Islands to logging camps for commercial sexual exploitation. There are reports that some children are brought by their parents to foreign and local fishing ships for commercial sexual exploitation with fishermen.(9, 10)

Children are involved in the sale and production of illegal, homebrewed alcohol.(11, 12) Although evidence is limited, there is some information of forced child labor on plantations.(13)



Reportedly, children are used in pornography.(5, 14, 15). Additionally, there is some evidence suggesting children are forced to work as domestic servants.(3) Children employed as domestics may work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(16)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Act permits children as young as age 12 to work. This does not meet international standards, which requires at least a minimum age of 14 for admission to employment.(17) Children under age 15 are prohibited from working in the industrial sector or on ships, and children under age 16 are prohibited from working in underground mines.(17) Further, children between ages 16 and 18 are barred from working in mines or on ships without a medical certificate and at night without specific written permission from the Commissioner of Labor.(17) Despite these provisions, the Solomon Islands does not have a comprehensive law protecting children under age 18 from hazardous work, or a comprehensive list of hazardous occupations from which children are prohibited. In addition, according to the Commissioner of Labor, the existing penalties and fines for employing children in hazardous conditions are too insignificant to serve as a deterrent.(18)

The Constitution prohibits slavery and forced labor.(19, 20) The Penal Code criminalizes the production and possession of pornographic material if the purpose is to distribute or publicly exhibit the material.(21) It does not, however, specifically prohibit the use, procurement or offer of a child for the production of pornography. Selling or hiring minors under age 15 and girls under age 18 for prostitution is punishable as a criminal offense.(21) However, these prostitution laws do not cover boys between the ages of 15 and 18 and therefore leave

them without legal protection.(21) Laws do not specifically prohibit the use of children in illicit activities such as drug trafficking.(3, 21)

	C138, Minimum Age	No
	C182, Worst Forms of Child Labor	No
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	12
	Minimum Age for Hazardous Work	15
	Compulsory Education Age	No
	Free Public Education	Yes

In March 2012, the Government enacted the Immigration Act 2012. The Act prohibits and punishes all forms of trafficking in persons, and provides specific legal protections against the trafficking of children.(22, 23)

There are no government armed forces in the Solomon Islands.(18) The law allows for forces to be drawn from the Solomon Islands Police Force, if necessary. The Police Force has a minimum recruiting age of 18.(24)

Institutional Mechanisms for Coordination and Enforcement

The National Advisory Committee on Children advises the Cabinet on issues affecting children, coordinates the implementation of the CRC and develops advocacy materials to promote the rights of children.(25) However, research found no evidence that the Government has established a coordinating mechanism to combat child labor.

The Commissioner of Labor—the head of the Labor Division in the Ministry of Commerce, Industry, Labor and Immigration (MOCILI)— is responsible for enforcing child labor laws.(15, 18) The most recent data indicate that in 2010 the Labor Division was allocated \$3,252 for all of its operations, including conducting inspections. During the reporting period, MOCILI only employed three labor inspectors to enforce all labor laws, including those related to

child labor.(18) Additionally, the Ministry of Labor (MOL) employs a desk officer to work on ILO labor standards and child labor issues.(26) During the reporting period no inspections were carried out involving child labor in sectors where children are known to work(18). Research did not uncover the number of enforcement actions or the number of violations found that related to child labor during the reporting period.(15, 18, 20, 27) Sources, including the Government, note that inadequate capacity and resources have prevented meaningful enforcement of the laws.(15, 18, 20, 27)

The Royal Solomon Islands Police, in partnership with the Australian-led Regional Assistance Mission to the Solomon Islands Participating Police Force, appears to be the only body responsible for enforcing laws related to trafficking and commercial sexual exploitation.(9, 18) During the reporting period, the Government of Solomon Islands did not investigate or prosecute any trafficking cases, including sex trafficking.(3) Moreover, research did not uncover the number of investigations of commercial sexual exploitation of children in 2011.

Government Policies on the Worst Forms of Child Labor

In 2010, the Government established a National Children's Policy, with a National Plan of Action for 2010-2015.(25) The Policy acknowledges existing gaps in legislation, enforcement and programs for the protection of children. It commits the Government to substantially improving services and the legal framework over the next 4 years.(25) Objectives of the policy include the ratification of the Optional Protocols to the United Nations CRC, raising the minimum age for employment to 18, achieving universal primary education and creating a mechanism for the coordination and enforcement of child protection laws and policies.(25) During the reporting period, the Government met some key indicators for development outlined in the National Plan of Action, such as increasing access to education and targeting girls with these efforts. However, the Government did not ratify the CRC Optional Protocols or raise the minimum age for work. In addition, the Plan fails to include the Labor Division of the MOCILI in its intended coordination mechanism.(25)

Education in the Solomon Islands is not compulsory.(15) In 2011, the Government continued to implement the Free Fee Basic Education (FFBE) Policy, which covers the operational costs for children to attend school, but allows for school management to request additional contributions from families such as cash, labor and school fundraising.(4, 28) The FFBE Policy is intended to increase educational access by subsidizing school fees for grades 1 through 9.(28) In 2011, the Policy

Solomon Islands

enabled the Government to provide primary schools in rural areas \$320 per child, and in urban areas \$520 per child. Further, rural secondary schools, years 7 to 9, received \$800 per student, and urban high schools received \$1,000 per student.(28) The ILO Committee of Experts has noted that although this policy has effectively covered operational costs for primary and secondary schools, school levies, uniform costs, book fees and transportation needs still prevent some children from attending school.(28)

Reports have criticized the high cost of these additional school fees for creating a barrier to transitioning into secondary schools. Further, attendance and dropout rates indicate that girls in the Solomon Islands are less likely to finish school.(15) To address these issues, the Government continued to support the Community High School Initiative.(4) The Initiative specifically aims to improve girls' access to high school. In an effort to increase access to education, additional secondary schools will be built in and around local villages and communities as a way to reduce transportation costs for families.(28)

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

The Government of Solomon Islands is collaborating with the ILO to implement its Decent Work Program for 2009-2012. The Program's priorities include promoting decent employment for youth and making progress toward eliminating child labor.(29) Research has not uncovered if any child labor specific activities were implemented in 2011.

Moreover, research found no evidence that the Government carried out programs to combat the commercial sexual exploitation of children in 2011. However, the Government continued to support the American Bar Association's Rule of Law (ROLI) Program, funded by the U.S. Department of State's Office to Monitor and Combat Trafficking in Persons, to address the issue of human trafficking through workshops and training programs using multi-stakeholder solutions. It is unclear whether the ROLI Program has impacted the trafficking of children.(4)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Increase the minimum age for employment and hazardous work to 14 and 18, respectively, and institute a comprehensive list of hazardous occupations and activities from which children are prohibited.	2009, 2010, 2011
	Strengthen penalties for violating child labor laws.	2009, 2010, 2011
	Adopt laws to forbid the use, procuring or offering of a child for illicit activities, such as the production and trafficking of drugs and the production of pornography.	2011
	Amend laws to prohibit the prostitution of boys under age 18.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2010, 2011
	Make information on inspections and investigations regarding the worst forms of child labor publicly available.	2009, 2010, 2011
	Consider including MOCILI in the coordination mechanism for enforcement outlined in the National Plan.	2010, 2011
	Allocate sufficient funds to ensure that enforcement agencies have adequate resources and capacity to effectively enforce laws that prevent the worst forms of child labor.	2009, 2010, 2011
Policies	Meet the goals outlined in the National Children's Policy with a National Plan of Action for 2010-2015, including ratifying the CRC Optional Protocols.	2010, 2011
	Establish compulsory education to age 14 to meet international standards.	2009, 2011
Social Programs	Initiate programs to address the worst forms of child labor, particularly the commercial sexual exploitation of children.	2011

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Somalia

In 2011, the Transitional Federal Government (TFG) of Somalia made a minimal advancement in efforts to eliminate the worst forms of child labor. In 2011, the Chief Defense Forces promulgated General Order No. 1. This Order prohibits the recruitment and use of child soldiers, and was distributed to the armed forces. In addition, the TFG collaborated with the UN and the African Union Mission in Somalia to implement procedures to screen recruits of the Somalia Security Forces for underage applicants. However, the screening process was only applied to applicants trained outside of Somalia. In addition, Somalia lacks a coherent, functioning government and the legal framework, law enforcement, policies and programs necessary to address the worst forms of child labor. Children in Somalia continue to work in the worst forms of child labor, including in dangerous activities in agriculture and as child soldiers.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	39.8
Attending School	5-14 yrs.	48.9
Combining Work and School	7-14 yrs.	20.2
Primary Completion Rate		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Somalia, many of them in dangerous conditions in agriculture and as child soldiers.(3-10) Children's work in agriculture may involve heavy lifting, the use of potentially dangerous machinery and tools, and the application of harmful pesticides.(11) As Somalia is a nomadic society, children also herd livestock.(3, 10) Children handling livestock may be vulnerable to kicks and falls, being crushed, and infectious diseases transmitted from animals.

Armed groups and militias, particularly al-Shabaab and Hizbul Islam, which has merged with al-Shabaab, engage in the widespread and systematic conscription and recruitment of children for armed forces.(3-5, 7, 8, 10, 12-19) Boys as young as age 7 are bribed or forcibly taken from their homes, schools and the streets to serve as soldiers.(7, 8, 16, 19) Conscribed children plant roadside bombs and other explosive devices, operate checkpoints, serve as human



shields and suicide bombers, and are trained to conduct assassinations.(3, 7, 12, 19) Some conscripted boys over age 15 are forced to fight or face execution.(10, 19) Girls are recruited by bribery or force for sexual servitude and domestic service.(3, 7, 12, 19) Girls are also recruited to transport weapons and provide intelligence and logistical support.(3, 7, 10, 12, 19) The TFG condemns the use of child soldiers. Although some reports indicate the TFG does not use child soldiers, many reports indicate that the TFG continues to recruit and use children in military operations.(7, 8, 10, 12-15, 18)

Children are forced to break rocks for gravel and perform construction.(3-6, 10) Children are also subject to prostitution and, reportedly, forced prostitution.(3, 10, 20) Children work on the street as beggars and porters. Street children also wash cars, shine shoes, and sell cigarettes, khat (an amphetamine-like stimulant), sweets and toothbrushes.(5, 6, 10, 21) Children working on the streets are exposed to abuse and violence, including sexual violence, as well as diseases such as HIV/AIDS.(21)

Somalia is believed to be a source, destination and transit country for child trafficking.(3, 19, 22, 23) Children are reportedly trafficked for forced labor and sexual exploitation by armed militias.(19) Although evidence is limited, children are also reportedly trafficked within Somalia for forced labor in agriculture, livestock herding, construction, sexual servitude, domestic service and commercial sexual exploitation.(19, 20) Children are also reportedly trafficked to Tanzania for prostitution.(3)

Access to education is a critical component in preventing the economic exploitation of children.(24) In Somalia, protracted violence has led to the breakdown of all basic services, including public education.(17, 25, 26) In addition, droughts, floods, and decades of violence have led to the displacement of over 1.5 million Somalis. These constraints as well as the forced recruitment of children from schools by armed forces, have limited children's access to education as schools are either inaccessible or unsafe.(7, 8, 12, 17, 26-29) The cost of tuition, the prevalence of corporal punishment in schools and the lack of educational infrastructure also hinder children's access to school.(25, 26, 30, 31) Access to education is further constrained by the lack of birth registration. Currently, less than 7 percent of Somali children have a registered birth certificate. (32) Births in Puntland and southern and central Somalia were not registered at all during the reporting period.(10) Unable to prove citizenship, unregistered children are unable to enroll in or attend school.(32, 33)

Laws and Regulations on the Worst Forms of Child Labor

Due to the collapse of the Central Government in 1991, Somalia lacks a coherent central legal system.(17, 34, 35) Three distinct entities concurrently govern Somalia: the internationally recognized Transitional Federal Government (TFG) in the central and southern regions; the self-declared Republic of Somaliland in the northwest; and the semi-autonomous region of Puntland in the northeast.(7, 19, 29, 34) Although the TFG does not have control of all of Somalia, only the laws of the TFG, the only internationally recognized government in Somalia, are discussed in this section.

The TFG is governed by the Transitional Federal Charter (TFC). Matters of law which are not determined by the TFC are determined by the 1960 Somalia Constitution and the 1962 Penal Code.(34, 36) Additionally, in 2009, the Transitional Federal Parliament voted Sharia Law into the legal framework.(34)

Both the TFC and the Constitution maintain that a minimum age for employment should be set. However, neither document sets a minimum age for employment.(36, 37) The pre-1991 Labor Code establishes the minimum age for employment at 15, excluding children working for their families.(38) It also prescribes a range of minimum ages for certain hazardous activities. For example, the minimum age for employment in construction is 16 and the minimum age for work underground is 18.(38) However, it is unclear if the Labor Code still applies. The lack of labor laws providing protections for minimum age and hazardous work in the TFC, and the lack of clarity regarding the status of the Labor Code leave children unprotected from the worst forms of child labor.

	C138, Minimum Age	No
	C182, Worst Forms of Child Labor	No
	CRC	No
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	16
	Compulsory Education Age	No
	Free Public Education	Yes

Although Somalia lacks a clear national legal framework on child labor, legislation does provide some protections for children. The TFC prohibits forced labor and military service for children under age 18.(36) Although the TFC does not specifically prohibit child pornography or child prostitution, pornography, prostitution, and the pimping or forced prostitution of others are prohibited by the 1962 Penal Code.(36, 39) It is unclear whether children involved in prostitution would be protected from criminal charges for prostitution under Somali law. No laws specifically prohibit human trafficking or the use of children in illicit activities.(19) The lack of protections against trafficking and the use of children for illicit activities leave children vulnerable to exploitation.

There is no age for compulsory education. Although the TFG calls for free education, evidence indicates that a free education system in Somalia is not in place.(10, 36, 40) However, in 2011, the TFG opened the first primary and intermediate school to offer free education in Mogadishu since 1991.(41)

The TFG is drafting a new provisional constitution. As of the drafting of this report, the Provisional Constitution is expected to be adopted by a new Parliament in 2012.(18)

Institutional Mechanisms for Coordination and Enforcement

Evidence indicates that the TFG lacks a coordinating mechanism to combat the worst forms of child labor.(3) However, the TFG has an appointed Focal Point for Human Rights and Child Protection to the United Nations. The mandate of the Focal Point is to address child soldiering and other forms of child labor.(3, 9) The Ministries of Labor, of Justice, of Interior and of Security are responsible for enforcing laws relating to the worst forms of child labor.(3, 4) However, in 2011, no funding was provided to agencies for inspections, and no inspectors were employed to enforce child labor laws.(3, 4)

No formal judicial system exists under the TFG.(3, 4) The number of child labor, child trafficking, and commercial sexual exploitation of children cases reported and investigated during the reporting period is unknown.(42) This lack of enforcement leaves children vulnerable to exploitation and the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

The TFG has taken steps to end child recruitment for military operations by signing an anti-recruitment pledge with the UN Special Representative of the Secretary General for Children and Armed Conflict.(43) However, Somalia does not have a comprehensive policy or plan to address the worst forms of child labor.

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

During the reporting period, the TFG made efforts to reduce child soldiers within the national military by implementing a more thorough recruitment vetting process.(3, 43, 44) The new vetting process includes monitoring by African Union doctors and military officials during recruitment drives. During the reporting period the vetting process identified 86 children recruited for training.(44) The children were removed by a group of screeners which included TFG representatives.(18) However, only children trained outside of Somalia are subject to this stringent vetting process. Evidence indicates that vetting procedures within Somalia, including for ally militias who are integrating into TFG forces, are not subject to the same vetting standards and procedures.(7, 9)

The TFG runs a camp where children defecting from rebel groups are placed.(44) Currently, children are placed in the same living quarters as adults. However, UNICEF is in the process of constructing a rehabilitation facility solely for children. The facility is expected to accommodate up to 660 children when at full capacity. Currently, it is able to accommodate 100 to 150 children. In addition, the TFG, in collaboration with the UN, USAID and other international donors is implementing programs for accepting and reintegrating child combatants.(18) Aside from the new recruitment vetting process, and the construction of a rehabilitation center for children, research identified no other TFG programs to assist children in other worst forms of child labor.(43)

The increase in violence in 2010 resulted in the departure of most international NGOs and international organizations.(26) However, beginning in mid-2011, most UN Country Team agencies reestablished a presence in Somalia.(18, 29) In addition to construction of a rehabilitation center, UNICEF maintains a Country Program.(44) UNICEF's Country Program aims to equitably increase school enrollment, construct schools, develop curriculum and train teachers. The UNICEF Country Program also works to prevent the recruitment of children into armed groups.(29) In 2011, the UNICEF Country Program received \$323,325 in funding for education and child protection programs.(29) There is no evidence of any other programs to address, or that may have an impact on, the worst forms of child labor in Somalia.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Clarify which laws are in effect under the TFG.	2011
	Adopt a legal framework on child labor that includes a minimum age for work and a list of hazardous work activities.	2009, 2010, 2011
	Ensure laws protect children involved in forced prostitution from criminal charges.	2011
	Adopt laws prohibiting human trafficking and the use of children in illicit activities.	2009, 2010, 2011
	Establish an age for which education is compulsory.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Enforce the prohibitions laid out in the 2004 TFG Charter on forced labor and military service for children under age 18.	2009, 2010, 2011
	Apply similarly stringent vetting standards and procedures to the TFG armed forces recruits trained inside Somalia as are applied to those trained outside of Somalia.	2011
	Establish an infrastructure to enforce laws relating to the worst forms of child labor.	2009, 2010, 2011
Policies	Adopt a comprehensive policy and action plan to combat the worst forms of child labor.	2009, 2010, 2011
	Adopt a comprehensive policy and national action plan to provide free and compulsory education for all children.	2010, 2011
Social Programs	Develop programs to prevent and address child soldiering and other worst forms of child labor in all areas of the country.	2009, 2010, 2011
	Expand efforts to provide free education.	2011

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In 2011, South Africa made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government expanded its Child Support Grants Program during the year. While the grants have mixed results regarding poverty, they have been shown to reduce the likelihood that parents will send their children away for child labor. The Government reactivated its national child labor coordinating mechanism and regularly meets to discuss the progress of implementation of the National Child Labor Action Program. It also took measures to expand school feeding programs to the country's poorest secondary schools and extend the number of no-fee schools. The Government of South Africa collects data on child labor, but does not publish comprehensive reports on the prevalence of the worst forms of child labor or the results of labor and criminal investigations. The worst forms of child labor continue to exist, particularly dangerous work in agriculture and domestic service.



Statistics on Working Children and Education

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

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in South Africa are engaged in the worst forms of child labor, many in dangerous work in agriculture and domestic service.(3, 4) Evidence suggests that children are involved in a variety of agricultural activities, including forestry and in harvesting sugarcane, mango, lychee, bananas, grapes, citrus and other fruits.(5-9) Children in agriculture may work long hours, use dangerous tools and be exposed to extreme heat, pesticides and physical and verbal abuse.(5-8) Children, especially boys, care for livestock; some have reported being injured by the animals and being absent from school because of their work.(9)

Children are employed as domestic servants, often work long hours and are isolated in homes where they are susceptible to abuse including sexual harassment.(6) Children are employed in taverns and liquor stores to clean, stock supplies, prepare food and serve alcohol, which exposes them to alcohol and has

been shown to put them at risk of physical and sexual abuse from adults.(10) Children in South Africa also scavenge in landfills and dumpsites for recyclable materials.(11) This work involves long hours and carrying heavy loads in the midst of dangerous machinery, moving vehicles and burning toxins.(11)

Some children in South Africa are exploited in prostitution and are forced by adults to commit crimes.(6, 12, 13) South Africa remains a country of origin, transit and destination for children trafficked for the purposes of sexual exploitation and forced labor.(14, 15) Children, especially girls, from China, Lesotho, Malawi, Mozambique, Swaziland and Thailand are trafficked to South Africa for commercial sexual exploitation.(12, 15) Children from Malawi, Mozambique and Zimbabwe are trafficked to South Africa for agricultural work. South African girls are also trafficked internally and internationally for prostitution and domestic service.(16) South African boys are trafficked internally for farm work and street vending.(16, 17)

Laws and Regulations on the Worst Forms of Child Labor

The Basic Conditions of Employment Act 75 of 1997 sets the minimum age for work at age 15 and the minimum age for hazardous work at age 18.(18) Employers may hire children younger than age 15 to work in the performing arts with permission from the South African Department of Labor (SADOL).(19-21) SADOL regulations prohibit children younger than age 18 from hazardous activities, including the production and sale of alcohol, mining, scavenging in garbage dumps and exposure to hazardous substances, including dust fumes, biological agents, lead and pressurized gases.(22, 23)

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The list also prohibits the employment of children in work that takes place in cold, hot or noisy environments; involves respiratory hazards, elevated spaces, lifting of heavy objects; or interferes with a child's access to nutrition, health care or education.(22) In addition, the regulations provide guidelines for the employment of children in work that requires overnight separation from their parents or guardians.(17, 22)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Public education is free and compulsory under the 1996 South African Schools Act, which stipulates that children must attend school until age 15 or grade nine.(3, 28, 29)

Although access to free education is mandated by law, school fees vary depending on the municipality and region.(17) The Government implements a no-fee school program that covers the poorest primary schools.(24, 25) According to the Government, 81 percent of schools are “no fee.”(17, 26, 27) The Government also provides some fee waivers to children receiving government grants.(24, 25, 28) However, some families are required to pay local school fees and all families must pay for books, uniforms and other school-related expenses.(17, 24-28)

The Children's Amendment Act prohibits the use of children for slavery, slave-like practices, trafficking, commercial sexual exploitation and illicit activities.(29, 30) The Criminal Law Amendment Act 32 of 2007 defines and criminalizes human trafficking for sexual exploitation.(12)

The Government has drafted, but not yet passed, the comprehensive national anti-trafficking law that includes specific provisions for child trafficking.(17, 31-33)

The Defense Act 42 of 2002 establishes age 18 as the minimum age for voluntary military service, military training and conscription, even in times of national emergency.(34, 35)

The Child Justice Act No. 75 of 2008 allows for the diversion of child offenders from the formal criminal justice system to alternative forms of justice, such as victim-offender mediation and family councils.(36) It calls for the creation of one-stop child justice centers and for the prosecution of adults who use children for illicit activities.(36) The Child Justice Act requires court officials to consider whether an adult has compelled a child to commit a crime when determining the child's placement in the justice system.(36)

Institutional Mechanisms for Coordination and Enforcement

The Implementation Committee on Child Labor coordinates efforts to combat the worst forms of child labor. The committee is chaired by SADOL, and members include representatives from commercial agriculture, trade unions, government agencies and the South African Police Service (SAPS).(6, 14, 17, 37) In 2011, the Committee revitalized provincial level child labor coordinating structures, which now fully participate in the Committee.(38). The Committee monitors and supports advocacy and awareness-raising, mainstreaming of child labor into government policies, and the implementation of child labor programs, legislation and enforcement. The Committee meets quarterly and members compile and submit progress reports to the Cabinet on efforts to implement the country's national strategy to eliminate child labor.(38, 39)

SADOL and the South African Department of Justice (SADOL) are responsible for enforcing child labor laws.(14, 17) SADOL inspectors identify suspected cases of child labor and human trafficking and forward evidence to SAPS officials, who investigate and forward the case to SADOJ for prosecution.(14, 17) When such cases involve foreign nationals, they go to the Department of Home Affairs before being taken on by SADOJ. Inspectors also refer these cases to social workers to determine if a child worker is in need of care or protection.(40) However, a shortage of social workers may delay this practice.(41, 42) SADOL does not have a central unit responsible for delivering training programs for labor inspectors. However, in 2011, the training curriculum for

newly inducted police was revised to include chapters on child labor.(38, 43)

The Government of South Africa provides funding to an NGO-operated hotline, which refers reports of child labor violations to government protection agencies or the police.(12, 17) In 2011, regional and district level inspections of workplaces were conducted in what SADOL identified as “hotspots” for the worst forms of child labor and in response to reports by community members.(38) During the reporting period, these inspections were conducted in the agriculture sector and the informal retail sector, where cases of child labor were reported.(44) SADOL publishes statistics on the number of inspections conducted and the number of labor complaints received and addressed, but it does not disaggregate its data by child labor violations.(45)

While a farm access protocol exists in South Africa, it requires labor inspectors to give notice prior to conducting an inspection. According to the Government, this protocol makes it difficult for SADOL inspectors to access regulated areas, such as farms, to assess compliance with national labor laws, including prohibitions against child labor.(6) Although they have legal authority, inspectors frequently do not enter farms without providing advance notice and without SAPS support because they are afraid that farmers will treat them as intruders, potentially exposing them to safety risks.(6)

Depending on the type of offense, child labor violations are tried in either a criminal or labor court.(14) SADOL and SADOJ do not make statistics publicly available on the number of child labor cases opened, closed or resolved, or the number of convictions made.(14)

The National Prosecution Authority (NPA) prosecutes human trafficking cases.(46) The Sexual Offenses and Community Affairs Unit within NPA leads a Trafficking in Persons Task Team, which is composed of the SADOL, SADOJ and the Departments of Home Affairs, Justice and Social Development, as well as other representatives of national law enforcement.(15) Among the goals of the team is the development of a national strategy against human trafficking for sexual exploitation.(46) The Human Trafficking Desk within SAPS seeks to monitor and evaluate efforts to investigate trafficking crimes, trains human trafficking investigators and refers human trafficking cases to provincial SAPS units.(46) However, the Government does not publish data on human trafficking cases and prosecutors and investigators lack sufficient training on how to identify human trafficking situations.(12)

Government Policies on the Worst Forms of Child Labor

The National Child Labor Action Program for South Africa, Phase II, 2008-2012 (CLPA) is the Government’s primary policy instrument to prevent and eliminate child labor in South Africa.(6, 14, 47) It calls for activities across the Government and the promotion of new laws against the worst forms of child labor.(6, 14) It also includes a list of indicators to monitor the Government’s efforts against child labor.(6) While the Government collects some data on child labor it does not collect comprehensive data on the number of children engaged in hazardous work or child labor.(48, 49)

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

The Government of South Africa implements the Child Support Grant, a direct cash transfer to primary caregivers for vulnerable children under age 17. The eligibility age for beneficiaries of the Grant was raised to age 18 on January 18, 2012. The purpose of the Grant is to alleviate economic pressures and lower the cost of raising a child.(14, 24, 38, 49-52) During the reporting period, children withdrawn from the worst forms of child labor were provided with grants.(38) As of February 2011, over 1.4 million children benefited from Child Support Grants received by their primary caregivers.(50) Reports assessing the impact of the Grant indicate that recipients may be less likely to send their children away for child labor.(52, 53). Reports also suggest, however, that the low amount of the grants may have little impact on child poverty.(54)

The Government administers the Old Age Pension (Old Age Grant), a cash transfer program for eligible adults over age 60. Assessments of the Grant’s impact indicate that children’s school attendance and completion increase and child labor decreases in rural households with male pension recipients, especially for boys in households with male recipients. Studies also indicate a decrease in the total hours worked by children, especially among girls.(51, 55)

Other grant programs, such as care dependency grants and foster care grants, help families and children, including those vulnerable to the worst forms of child labor, by encouraging children to remain in school and not enter the labor market.(17) Recipients of social grants are automatically exempt from paying school fees. However, the “no-fee” policy ends at grade nine or when a child reaches age 15.(6)

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The Government funds a number of social programs that may have a positive impact on working children. In cases in which individuals are not eligible for social grants, the Department of Social Development (DSD) administers “social relief of distress” to vulnerable individuals, including child laborers, based on referral from a social worker.(24, 28, 42, 49) The Government also provides a national school feeding program for children. During the reporting period, school feeding was extended to the poorest secondary schools.(25, 56) The Government provides subsidies for registered organizations working on child labor to provide basic care to children.(41, 47)

The South African Department of Foreign Affairs, in partnership with the IOM, supports and develops the capacity of the Government and civil society groups to deal with the problem of trafficking.(57) The NPA implements the South African Government-European Union co-funded, Program of Assistance to the South African Government to Prevent, React to Human Trafficking and Provide Support to Victims of Crime.(12) This Program supports the Government’s National Strategy to Combat Human Trafficking through Prevention, Response and Support for Victims. The Government also operates Thuthuzela Care Centers that provide medical services, counseling and legal support to victims of sexual exploitation.(12, 46, 58)

During the reporting period, SADOL began participating in the National Child Protection Committee to ensure proper linkages with departments providing services to vulnerable children.(38) SADOL representatives participated in South

Africa National Child Labor Day awareness-raising activities and in public consultations on proposed changes to labor laws, which included discussions of child labor.(45, 59)

The Government supports a 4-year, \$4.75 million regional project funded by USDOL and implemented by the ILO-IPEC in three countries, including South Africa.(60) In South Africa, the project conducts awareness campaigns on child labor, assists SADOL with technical support in implementing CLPA and targets 4,200 children for withdrawal or prevention from the worst forms of child labor. The project has developed procedures to help police and justice officials recognize and prosecute adults who exploit children involved in illegal activities; created strategies to reduce the use of child labor in fetching water; and conducted a study on children involved in scavenging at landfills and dumpsites.(26) The project also supported the development of a child labor code of conduct for the tourist industry.(38) During the reporting period, the Government expanded the Child Support Grant to beneficiaries of the project.(38)

The Government has identified constraints on its capacity to offer social protection for children. For example, birth certificates are required to qualify for services; yet, more than 20 percent of babies are not registered by their first birthday.(24) In 2011, the DSD addressed the need for more social workers by offering scholarships to students interested in pursuing that field of study.(24, 42, 49) The child protection system, however, still lacks the skilled staff to assist the majority of children who need care.(24)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Pass the draft comprehensive anti-trafficking-in-persons legislation, which includes specific child trafficking provisions.	2010, 2011
Coordination and Enforcement	Establish and enforce appropriate procedures to protect the safety of labor inspectors and allow for and facilitate labor inspections in all regulated areas, including on farms.	2009, 2010, 2011
	Publicly report the number of child labor cases opened, closed and resolved, and the number of convictions or penalties assessed.	2009, 2010, 2011
	Provide sufficient training and systems for law enforcement personnel to identify the worst forms of child labor, including human trafficking cases.	2009, 2010, 2011
	Increase the number of social workers to ensure protections against hazardous work for children of legal working age.	2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Ensure that education is freely available and accessible to all children.	2009, 2010, 2011
	Collect systematic data on the number of child laborers and on the worst forms of child labor.	2010, 2011
Social Programs	Dedicate sufficient resources to the Child Support Grants and other programs to better ensure support to children in the social protection system.	2011
	Institute programs to address the worst forms of child labor in agriculture and domestic service.	2010, 2011
	Implement programs to ensure that all children have birth certificates.	2010, 2011
	Allocate more resources to increase the number of service providers supporting children of legal working age.	2010, 2011

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In 2011, Sri Lanka made a minimal advancement in efforts to eliminate the worst forms of child labor. It adopted a list of 51 hazardous occupations and/or working conditions prohibited to children. However, research found little evidence of government efforts to prosecute those responsible for violating laws regarding prohibition of the use of child soldiers. The worst forms of child labor continued to exist in manufacturing and dangerous forms of agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		100.8

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

In 2011, the Sri Lankan Department of Census and Statistics released the results of the 2008/2009 Child Labor Survey.(3) The survey reports that 1.3 percent of children between the ages of 5 and 11 years and 2.2 percent of children between the ages of 12 and 14 years are involved in child labor. Similarly, the Survey reveals that 0.1 percent of children between the ages of 5 and 11 years and 0.7 percent of children between the ages of 12 and 14 years are involved in hazardous child labor.(4) The survey did not include the former conflict-ridden Northern Province, which accounts for nearly 4.7 percent of the country's population.(4-6) Data from the survey were not released in time for the statistical analysis required for inclusion in the table above.

Children in Sri Lanka are engaged in the worst forms of child labor, including in manufacturing and dangerous activities in agriculture.(3, 7-9) Children's work in agriculture commonly involves exploitative activities, such as using dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(10) In manufacturing, children, mostly boys, are exposed to heavy loads, gas and fumes, and sharp tools.(3)



Children are exploited in prostitution in coastal areas as part of sex tourism.(11, 12) Children are also employed in domestic service, a largely unregulated and undocumented sector.(7, 8, 13, 14) Some child domestics are subject to physical, sexual and emotional abuse; there were also reports of rural children in debt bondage in urban households.(8) Children also work as street vendors.(3, 8, 14) Children working on the streets are exposed to a variety of risks, including severe weather, accidents caused by their proximity to automobiles and their vulnerability to criminal elements.(15) Children reportedly work in the mining, fishing, transport and construction manufacturing sectors.(3, 8, 14)

Reports indicate that some children working in agriculture, including those younger than age 12, have been forced to work in the fireworks and fishing industries.(8, 11, 16)

Children are trafficked internally into commercial sexual exploitation, forced labor and domestic service.(7, 11, 12) Children are also trafficked abroad to work as domestic servants, primarily in Middle Eastern countries, where they are vulnerable to labor and sexual exploitation.(11, 16)

Most children in Sri Lanka have access to basic education.(14) However, both the two-decade-long civil conflict and the 2004 tsunami devastated parts of the country, creating major educational disparities in the affected areas.(17, 18) In the former conflict zone of the Northern Province, many children

have returned to schools after years of displacement and violence, but some continue to face difficulties catching up to age appropriate grade level.(19)

Laws and Regulations on the Worst Forms of Child Labor

The Employment of Women, Young Persons and Children Act sets the minimum age for employment at 14 and the minimum age for employment in hazardous work at 18.(3, 20, 21) During the reporting period, the Government of Sri Lanka adopted a list of 51 hazardous occupations and/or working conditions prohibited for children.(3) The list contains all of the major occupations and/or working conditions most prevalent in the worst forms of child labor, with the exception of domestic service.(3)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Children under age 14 may engage in light work in family-run farms or as a part of their technical education, as long as their employment does not prevent them from attending school.(14, 22, 23)

The minimum age for voluntary recruitment in the armed forces is 18; there is no compulsory conscription.(24, 25) The Penal Code criminalizes and prescribes penalties for individuals who engage children younger than age 18 in debt bondage, forced labor, slavery, armed conflict or trafficking.(26) The Penal Code criminalizes and prescribes penalties for engaging children younger than age 18 in pornography and prostitution.(27, 28)

Education in Sri Lanka is compulsory until the age of 15 and free through age 18.(23, 29)

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee on Child Labor (NSC) coordinates the implementation of the Roadmap for the Elimination of the Worst Forms of Child Labor by 2016, the Government's key mechanism for the elimination of the worst forms of child labor.(3, 14) Chaired by the Secretary of the Ministry of Labor and Labor Relations (MOLRR), the National Steering Committee includes representatives from key government agencies, employer and workers' organizations, the ILO, UNICEF and other NGOs.(3)

The National Child Protection Authority (NCPA) is an independent agency under the Ministry of Child Development and Women's Affairs (MCDWA). It shares responsibility with the National Steering Committee for coordinating action to protect children, including the worst forms of child labor.(8, 16) This body's mandate includes formulating policies and enforcing laws on child abuse and exploitation, coordinating groups that combat child abuse and exploitation, and conducting research and mobilizing resources.(3, 30) The NCPA is mandated to assist children who are victims of physical and sexual abuse, sexual exploitation and armed conflict.(30)

During the reporting period, both child victims of sexual exploitation and child labor were provided with shelter and protection by the Department of Probation and Child Care Services.(23)

The Government of Sri Lanka initiated a National Anti-Trafficking Task Force (NTF) in 2010, which is charged with coordinating governmental ministries, departments, law enforcement and civil society anti-trafficking interventions.(19, 31) The NTF also reviews related legislation and recommends legal and policy reforms on the country's response to trafficking in persons. The NTF developed a National Plan of Action on Trafficking in Persons in 2011, under which child trafficking is covered.(19, 31, 32)

The NCPA and the Women and Children's Bureau of the Sri Lankan Police (WCBSLP) are the key agencies responsible for coordinating the efforts to combat child trafficking, forced child labor, commercial sexual exploitation of children and the use of children in illicit activities.(3, 30)

The Department of Labor (DOL)—under the MOLRR—the NCPA's Police Unit and the WCBSLP collaborate on the enforcement of child labor laws.(3, 8) The DOL's labor inspectorate employs 452 labor officers to enforce all labor laws, including those related to child labor.(3) During the reporting period, the DOL conducted 237 child labor-specific inspections, found 13 child labor violations and charged 9 employers.(3) The outcome of the charged employers' cases is still pending. The courts imposed fines in two cases filed in previous years.

During the reporting period, the DOL conducted three 1-day training of trainers courses on the elimination of hazardous child labor for labor officials and for law enforcement officers, including police, probation and labor officers.(3)

The NCPA's Police Unit has 25 officers who focus on criminal investigations of child labor, child trafficking and commercial sexual exploitation of children. The Unit also has additional child protection officers located in the districts.(3) The WCBSLP has branches in 42 police stations throughout the country. In police stations without a WCBSLP, police officers in charge oversee functions of the division.(3, 16) During the reporting period, there was one conviction for the procurement and commercial sexual exploitation of a child for prostitution.(23)

Complaints of violations for child trafficking and commercial sexual exploitation of children can be made via two hotlines, one operated by either the NCPA or the other by WCBSLP.(16) The NCPA received 227 child labor complaints during the reporting period, and 91 child trafficking complaints.(3, 32) The NCPA investigated seven reported cases of child trafficking during 2011. As a result of the investigations, 16 suspects were arrested and two cases were referred to the Attorney General for advice.(32)

The Government of Sri Lanka acknowledges and has committed to investigate allegations of previous recruitment and use of children in armed conflict by non-state armed forces. While some recruiters of child soldiers were killed during the conflict, research has found no evidence of prosecutions and convictions of those who violated the law on children and armed conflict who are still alive.(31, 33-35)

Government Policies on the Worst Forms of Child Labor

The Government's child labor policy is the Roadmap to End the Worst Forms of Child Labor (2011-2016). Issued by the MOLRR in 2010, the Roadmap specifies time bound goals, including developing and/or strengthening the management,

coordination, implementation, resource mobilization and reporting on the elimination of the worst forms of child labor.(36) The Roadmap also provides mainstreaming strategies at the district level on specific sectors of child labor, including armed conflict, plantations, fisheries and tourism. In addition, the Roadmap outlines strategies to include child labor issues within social protection and education goals.(36, 37)

The Roadmap's goal of eliminating the worst forms of child labor by 2016 relied heavily on recently released data (2008/2009) from a government survey on child labor that leaves out Northern Sri Lanka.(36) Although child labor rates in the rest of the country were low, the lack of recent child labor data in the North could indicate a need for additional efforts prior to achieving the Roadmap's goal of complete elimination of the worst forms of child labor by 2016.

The Government's 2001-2011 National Plan of Action to Combat Trafficking of Children for Exploitative Employment prioritizes four main areas—legal reform and law enforcement; institutional strengthening and research; prevention; and rescue, rehabilitation and reintegration of child trafficking victims.(38) The NFT developed a National Action Plan on Human Trafficking in 2011, which relevant government departments implemented.(37)

The Government's national development plan, A Vision for New Sri Lanka (2006-2016), includes policies on combating child labor.(16) Among a number of strategies, this development plan addresses poverty through social safety nets, encourages parents to send their children to school instead of work and enforces legislation on the minimum age for work.(39)

Sri Lanka lacks a policy on the rehabilitation of former child combatants. The Government's 2009 National Framework Proposal for Reintegration of Ex-Combatants into Civilian Life in Sri Lanka included a mechanism to categorize those requiring rehabilitation, including a special plan for children.(10, 15) However, the Framework was never adopted and no other policies on the rehabilitation of former child and adult soldiers have received Government approval.(10)

The National Plan of Action for Children of Sri Lanka (2010-2014) focuses on child protection issues, identifying child labor as a factor that compromises child protection.(32) The National Plan's strategies to reduce child labor include increased punitive action, legal enforcement and capacity building, monitoring, cooperation among stakeholders, and awareness raising.(32)

Social Programs to Eliminate or Prevent Child Labor

In 2011, the DOL conducted five awareness-raising campaigns on hazardous child labor targeting school children, principals, teachers and parents in five districts.(3) On World Day Against Child Labor, the DOL placed a half-page newspaper announcement with information on the new hazardous child labor regulations.(3) In addition, they supplemented information about hazardous child labor during their labor law awareness-raising programs for female workers in plantations, export processing zones and factories.(3)

The Department of Census and Statistics released the results of a Child Labor Survey, with technical support from the ILO and funding from USDOL, over the reporting period.(3)

The Ministry of Justice and NFT worked on a project funded by the DOS in 2011 on the establishment of community watch groups in 16 locations countrywide, which identified several cases of child trafficking.(19) In addition, the project developed media on safe migration and human trafficking, including a docudrama, a TV commercial and a poster.(19)

The Ministry of Women and Children’s Affairs collaborated with the ILO Decent Work Program (DWP) on five awareness-raising programs on hazardous forms of child labor for stakeholders.(32)

The Ministry of Economic Development worked closely with USAID on a project to create and improve livelihood and vocational training opportunities for at-risk youth, and to enhance their access to information and education in the East and North regions of the country.(40) In addition, the project created supplementary educational materials and provided services to help out-of-school youth return to formal education.(40)

In 2011, the Joint Plan for Assistance for Northern Province project (JPA), a collaborative effort among the Government of Sri Lanka, UN agencies, and local and international NGOs, provided reintegrated conflict-affected children in Northern Sri Lanka with transitional education services.(1, 4) The JPA also assisted them in returning to school by providing them with items such as school supplies, uniforms and bicycles. Further, the JPA activities included the rehabilitation and reconstruction of schools, the development of community-led school and safety committees and the establishment of temporary learning spaces.(1, 4) In addition, the Government of Sri Lanka runs three rehabilitation centers that have been in operation since 2008 and provide education, care, psychological support and reunification assistance to former child combatants.(23)

The issue of whether these programs have an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Create protections for children engaged in domestic service.	2010, 2011
Coordination and Enforcement	Provide additional funding for the NCPA to adequately carry out investigations on child trafficking and the commercial sexual exploitation of children.	2011
	Prosecute individuals who have violated laws related to children’s exploitation in the armed conflict.	2009, 2010, 2011
Policies	Conduct a child labor assessment in Northern Sri Lanka and incorporate findings into the Roadmap.	2011
	Create a transparent policy on the rehabilitation of children affected by the armed conflict.	2011
Social Programs	Assess the impact that existing programs may have on child labor	2011

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Suriname

In 2011, Suriname made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government participated in efforts to raise awareness about trafficking in persons, including child trafficking. However, Suriname has neither adopted a list of hazardous activities prohibited for children nor raised the minimum age for compulsory education to be equal to the minimum age for employment. Further, the Government has not approved a national policy to combat child labor and does not participate in programs to target the problem. Children in Suriname continue to engage in the worst forms of child labor, including in street work and prostitution.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	8.0 (8,044)
Attending School	5-14 yrs.	94.0
Combining Work and School	7-14 yrs.	8.1
Primary Completion Rate		86.0

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Suriname are engaged in the worst forms of child labor, including in street work and prostitution. Child street work includes ambulatory vending.(3-6) On the streets, children are vulnerable to severe weather, traffic accidents and crime.(7) Children in Suriname also work in agriculture.(3, 6) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(8)

Children work in dangerous conditions in Suriname's gold mines.(3-6, 9) In gold mining, children carry heavy loads and are exposed to mercury, excessive noise and extreme heat common to Suriname. Child miners are vulnerable to being crushed by collapsing sand walls.(9)

Child prostitution continues to be a problem, particularly in mining camps in the country's interior.(3, 5, 6, 10) Limited evidence suggests girls are trafficked within Suriname for commercial sexual exploitation.(4) There were two reported



cases of internal trafficking in Suriname in 2011 for under-aged sex work.(11)

Recent information and statistics on child labor in Suriname remain limited. With funding from UNICEF, the Government is coordinating the launch of a child labor survey. The study was originally planned for implementation in 2010, but it has faced delays and is now expected to be conducted in 2012.(3, 9)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code of 1963 sets the minimum age for employment at 14 and the minimum age for hazardous work at 18.(3, 5, 9, 12) However, the Labor Code allows children who have reached the compulsory education age of 12 to work in positions that facilitate professional skill development or, by their nature, must be performed by a child, provided the work is not physically or mentally demanding or dangerous.(9, 13) Children under age 18 are prohibited from working between 7 p.m. and 6 a.m. Minors under age 15 are banned from working on boats.(3, 5, 9) The Safety Act also limits children's engagement in hazardous activities, prohibiting children under age 18 from engaging in activities that may be injurious to their health and safety.(12) The National Commission for the Eradication of Child Labor (NCECL) created a draft state decree containing a list of hazardous activities prohibited to children under age 18. However, the Government has not yet adopted the list.(3, 5)

	C138, Minimum Age	No
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	12
	Free Public Education	Yes

The Constitution bans forced or compulsory labor.(5, 14) Suriname's Penal Code prohibits prostitution as well as the use of children for the production of pornography and illicit activities.(3, 5, 12) The Penal Code also proscribes all forms of human trafficking.(4, 5, 12, 15) The Narcotics Act prohibits the use of a child by an adult for illicit activities, including drug trafficking.(5)

The Legal Status of Military Personnel Act sets the minimum age for appointment to the military at 18.(5)

The Constitution guarantees free education at all levels and makes primary education compulsory.(14) The Compulsory School Attendance Act requires children to attend school until they are at least age 12.(5, 9) Children between ages 12 and 14 are particularly vulnerable to the worst forms of child labor, as they are no longer required to attend school and are not legally permitted to work.(3) In 2010, the Government introduced a law that would establish education as compulsory for 11 years, compelling children to stay in school until the age of 17. The law has not yet been passed.(3, 5, 9)

Institutional Mechanisms for Coordination and Enforcement

NCECL is responsible for coordinating efforts to combat child labor. It comprises 11 members, with representation from the Ministries of Social Affairs, Education, and Labor, Technology and Environment (MLTE) as well as labor unions, private-sector entities, academic institutions and NGOs.(3, 16) NCECL is tasked with formulating a national

policy to eliminate child labor, developing programs that target indigenous children, establishing a list of hazardous work prohibited to children and monitoring Suriname's compliance with international child labor standards.(16)

The MLTE is responsible for enforcement of child labor and related laws.(5, 9) MLTE employs 63 inspectors.(5) During the reporting period, it conducted inspections of companies, checking for compliance in various areas, including child labor.(5) Regulation of the gold sector was recently reorganized to include more oversight in the mines and registration of workers.(11) Labor inspections in 2011 did not reveal any child labor violations.(5)

The Ministry of Justice and Police (MJP) is responsible for enforcement of criminal laws related to child labor and for monitoring and enforcement of child labor laws outside of established companies, including on the streets. The Youth Affairs Police covers law enforcement involving children under age 18 and is jointly responsible for child labor-related crimes.(5) The Youth Affairs Police regularly stop children who are working on the streets.(11) However, children found working by the youth police are generally registered and sent home without being referred to any relevant services.(5)

The MLTE chairs the Anti-trafficking Working Group, and coordinates the Government's anti-trafficking efforts.(3-5) It has seven members, six from government agencies and one representing the NGO community. The Working Group's initiatives include those that target the worst forms of child labor, such as forced child prostitution.(3, 5)

The MJP's Anti-trafficking Police Unit (TIP) investigates reports and allegations of trafficking in persons nationwide, including those involving children.(4, 5, 17) The TIP Unit conducts bimonthly checks of brothels to ensure children are not being exploited in prostitution or held in conditions of forced labor.(5, 17) The Unit currently employs three officers.(5) Child trafficking victims are referred to shelters that provide the necessary services.(3, 15)

The TIP Unit reported two cases of child trafficking for prostitution in 2011.(11) In the first case, eight suspects were arrested in connection with the case but charges have yet to be filed. In the second case, two suspects were arrested and both are currently being prosecuted.(11)

Government Policies on the Worst Forms of Child Labor

The Government has drafted a National Children's Action Plan 2009-2013 that addresses child labor issues, but it has not

Suriname

yet been approved by the Council of Ministers.(9) The Anti-trafficking Working Group also drafted an Anti-trafficking Plan of Action. However, the Plan has not yet been approved and implemented.(4)

Suriname's Ministry of Transport, Communication and Tourism participates in the Joint Group for the Elimination of Commercial Sexual Exploitation of Children in Tourism. The Group, which comprises members from the Ministries of Tourism of 10 Latin American countries, implements awareness-raising campaigns throughout the region.(5)

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

The Government of Suriname has implemented several programs related to child trafficking. However, research found no evidence that it has carried out programs to address other worst forms of child labor, including agriculture, street work, commercial sexual exploitation or gold mining.

During the reporting period, the Government reimbursed NGO shelters that had provided services to victims of

trafficking, including children.(4) Suriname's Child and Youth Hotline provides confidential advice to children in need, including victims of the worst forms of child labor.(6, 17) The Government also runs a TIP hotline for citizens to provide police information about trafficking cases.(4, 15) In March 2011, the Government launched a trilingual television campaign to raise public awareness about the hotline to increase its effectiveness.(4)

The Government's Victim's Care Bureau offers services to victims of trafficking, domestic violence, and children working on the street after they are picked up by the police. The Bureau provides social services including psychological counseling and temporary shelters.(18)

The Government implements a school feeding program for children from low-income families.(5) It also participates in a \$14 million program to improve basic education in collaboration with the Inter-American Development Bank. The project aims to enhance education quality and reduce student dropout rates.(5) However, the question of whether these programs have an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Adopt and enact the list of hazardous occupations prohibited for children under age 18.	2009, 2010, 2011
	Raise the compulsory education age to at least 14, the minimum age for work, by passing education legislation introduced in 2010.	2009, 2010, 2011
Coordination and Enforcement	Create a mechanism to refer children discovered in exploitive labor to appropriate services, helping prevent their return to work.	2010, 2011
Policies	Finalize planning and carry out implementation of the national child labor survey, making its results publicly available.	2010, 2011
	Approve and implement the National Children's Action Plan.	2011
	Approve and implement the Anti-trafficking Plan of Action.	2011
Social Programs	Expand and develop social programs to assist children engaged in or vulnerable to the worst forms of child labor, particularly in agriculture, street work, commercial sexual exploitation and mining.	2009, 2010, 2011
	Assess the impact that existing programs may have on child labor.	2009, 2010, 2011

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Swaziland

In 2011, Swaziland made no advancement in efforts to eliminate the worst forms of child labor. A severe financial crisis in 2011 negatively impacted the Government’s ability to initiate priority programs on education and social protection. As a result, the Government agencies responsible for paying student fees for orphans and vulnerable children could not send these payments to schools. Because schools are dependent on such student fees to operate, this caused many schools to temporarily close. In addition, the Government did not implement its Action Plan to Eliminate Child Labor (APEC) in 2011 as planned. Gaps still exist in the country’s laws, including the lack of a minimum age for hazardous work and a compulsory education age. The Government did begin work on a draft Child Protection and Welfare Bill to address these gaps; however, the legislation was not enacted into law during the reporting period. Children continue to engage in the worst forms of child labor in dangerous forms of agriculture and livestock herding.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		76.9

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children’s Work Project’s analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children are engaged in the worst forms of child labor in Swaziland, many of them working in dangerous activities in agriculture and livestock herding.(3, 4) Children pick cotton and harvest sugarcane.(5, 6) Children working in agriculture may perform physically arduous tasks and risk occupational injury and disease from exposure to dangerous tools, insecticides and herbicides.(7) Although information about the worst forms of child labor in Swaziland is limited, reports indicate that in addition to agriculture, working children are primarily engaged in herding, which may expose them to disease or injury, and in domestic service.(3, 5) Child domestics

may work long hours and be subjected to physical and sexual exploitation by their employer.(8)

Children work as porters, transporting heavy loads in self-made carts, and as bus attendants and taxi conductors, collecting fees and calling out routes while climbing in and out of moving vehicles.(9, 10) Boys who migrate from Mozambique to Swaziland also work in portering and herding and some of these boys may subsequently become victims of forced labor, as their employers reportedly do not allow them to leave.(11, 12) Swazi boys also work in market vending. Children working on the streets may be exposed to multiple dangers including severe weather, vehicle accidents and crime.(13) A report from 2006 suggests that children work 14-hour days in textile factories, where they are exposed to dangerous machinery in addition to long hours, but more recent reports on whether this is an ongoing problem are unavailable.(9)

Children are used for illicit activities and commercial sexual exploitation. Reports suggest that children may grow, manufacture and sell drugs, and may engage in commercial sexual exploitation at truck stops, bars and brothels.(9, 14) Limited evidence suggests children are also employed to distribute alcohol in stores, where they are reportedly exposed to sexual harassment, but research found no information on whether this is an ongoing problem.(9, 14)

Anecdotal evidence suggests that Swaziland is a source, destination and transit country for child trafficking for the purposes of domestic service, sexual exploitation and forced labor in agriculture.(3, 9, 11) Swazi girls are trafficked

internally into the cities of Mbabane and Manzini, and internationally to South Africa and Mozambique for domestic service and commercial sexual exploitation.(11, 12)

While primary education is free through grade four, parents are expected to contribute to the costs of education through payment of student fees, as well as contributions for infrastructure improvements, school supplies and uniforms.(15-17) The inability to make these contributions may serve as a barrier to education.

Swaziland has one of the world's highest HIV/AIDS prevalence rates, affecting almost a quarter of the population. According to UNICEF's 2010 Multiple Indicator Cluster Survey, 23.6 percent of children ages 0 to 17 have lost at least one parent, mostly as a result of HIV/AIDS, and are at risk of entering into the worst forms of child labor.(15, 18-20)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act of 1980 sets the minimum age for employment in "industrial undertakings" at 15, but it does not set a minimum age for other sectors. As many working children in Swaziland are not employed in industrial undertakings, they may engage in work starting at any age, although there are restrictions on when and how many hours a day they may work.(10, 12, 21) A child, defined as anyone under age 15, may not work during school hours, at night, for more than 6 hours a day or 33 hours a week, or for more than 4 hours continuously.(21) The employment of both a child or young person (defined as between ages 15 and 18) is prohibited in places mainly used for the sale and consumption of alcohol, places where their morals may be impaired, and underground or in dangerous or unhealthy places.(21) The Employment Act also excludes children in non-contract work, leaving children who work in such a capacity in agriculture and in domestic service unprotected by the law. Further, the Employment Act does not specify the types of work considered hazardous or the worst forms of child labor.(5, 21, 22) The draft Child Protection and Welfare Bill of 2010 addresses many of these gaps in legislation, including a minimum age for all work of 15, a minimum age for hazardous work of 18 and a list of occupations considered hazardous. Both houses of Parliament have approved the Bill, but it is awaiting the King's signature.(17, 23)

There is no law establishing compulsory education in Swaziland.(12) The lack of standards in this area may increase the risk of children's involvement in the worst forms of child labor. In addition, late payment or nonpayment of school fees by the Government impacts students' ability to remain enrolled

in school, increasing the potential of their engagement in child labor.(16, 24)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	No
	Compulsory Education Age	No
	Free Public Education	Yes

The Crimes Act criminalizes prostitution. The draft Sexual Offenses and Domestic Violence Bill aims to specifically prohibit child prostitution and to provide more stringent penalties; however, the Bill has yet to be enacted. The General Pornography Act prohibits pornography.(2, 25) Laws in Swaziland do not appear to prohibit the use, procuring or offering of a child for illicit activities.(12)

The Trafficking and People Smuggling (Prohibition) Act criminalizes trafficking, covering both internal and international forms of trafficking and providing penalties for violators, including up to 25 years' imprisonment for the trafficking of children for any purpose.(11, 26) The Act also provides for victim compensation through a fine on convicted offenders.(11, 26)

The Constitution prohibits slavery and forced labor. It also states that a child has a right to be protected from engaging in work that constitutes a threat to the health, education or development of the child.(27) The Umbutfo Swaziland Defense Force Act sets the minimum age for conscription and voluntary recruitment into the military at 18.(28)

Institutional Mechanisms for Coordination and Enforcement

The Program Advisory Committee on Child Labor (PACC) is charged with developing a national policy to address the worst forms of child labor, with the Ministry of Enterprise and

Employment as its Secretariat.(19, 29) It is not clear whether the PACC serves to ensure that activities to combat child labor are implemented in a coordinated manner across the government and no information on PACC's activities during the reporting period is available. Community-based child labor committees are responsible for coordinating and monitoring activities to combat child labor at the local level.(30)

The Inter-Agency Task Force for the Prevention of People Trafficking and People Smuggling, established by the Prime Minister, coordinates the implementation of the recent trafficking legislation and includes representatives from multiple government and law enforcement agencies, as well as NGOs. The Task Force held regular meetings and encouraged information sharing during the reporting period.(11, 31-34) The Task Force's Secretariat is spearheading efforts to develop a national strategy and action plan.(17)

The Ministry of Labor and Social Security, the Deputy Prime Minister's Office through the National Children's Coordination Unit, the Department of Social Welfare and the Royal Swaziland Police Services are the federal agencies designated to enforce child labor laws.(3) The Ministry of Labor and Social Security employs 16 labor inspectors and conducted 1,800 labor inspections during the 2011 reporting year. Child labor issues are included on the routine labor inspection questionnaire, but as child labor occurs primarily in the informal sector and labor inspections take place in the formal sector, no violations were reported nor were any children removed or assisted as a result of the inspections.(3, 17) While complaints regarding child labor can be made to the abovementioned entities, reports indicate that there are no records of child labor complaints.(35)

Within the Royal Swaziland Police Service, the Domestic Violence and Sexual Offenses Unit is responsible for the enforcement of criminal laws relating to the worst forms of child labor, including trafficking.(3, 29) The Government has also established a Gender Unit within the Deputy Prime Minister's Office to coordinate government actions with respect to gender mainstreaming.(36) The ILO-IPEC provided some training for these enforcement agencies during the period, but these trainings did not include child labor issues.(3) In May 2011 charges were filed against two people over the rape of a prostituted child. But they were dropped due to insufficient evidence.(34)

Government Policies on the Worst Forms of Child Labor

APEC, developed in 2008, specifically serves as the primary policy framework for the prevention and elimination of child

labor.(3, 37) Through APEC, Swaziland aims to eradicate the worst forms of child labor by 2015. APEC includes specific roles for the Ministry of Education and the Ministry of Labor and Social Security to ensure its implementation in national institutions.(1, 18, 30, 35) However, little action was taken to implement APEC in 2011.(3) Although the Government has conducted general labor force surveys, this survey did not cover child labor, and the Government has not made it a policy to collect data on the worst forms of child labor.(3, 22, 38).

Although the National Plan of Action for Orphans and Vulnerable Children (2011-2015) does not explicitly address child labor, it does include child laborers as among the most vulnerable children. The Plan has nine strategic objectives, including education, psychosocial support, child protection, and research and monitoring. The Plan also supports Orphans and Vulnerable Children's (OVC) enrollment in school.(17)

Swaziland has a National Policy on Children (2009), a National Social Development Policy (2009), a National Development Strategy and an Education Sector Policy (2011); however, the question of whether these policies have an impact on child labor does not appear to have been addressed.(39-41)

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

At the start of 2011, the Government continued to implement a program to provide free primary education to all children for those in grades one through three, provided free textbooks to primary school students, supported school feeding programs and paid the school fees of OVC.(3, 15, 29, 42)

During the reporting period, however, the Government of Swaziland suffered a severe financial crisis that impacted its ability to provide social services.(43). As a result, resources allocated to education, the fight against HIV/AIDS and social protection programs that may combat the worst forms of child labor were severely affected.(44) By September 2011, schools in Swaziland were forced to shut down temporarily as a result of the Government's inability to cover the cost of student fees for OVC, who compose approximately 60 percent of all Swazi school children. Schools cannot buy sufficient supplies without these fees, and many teachers went on strike to protest the lack of funding.(45) In April 2011, the IMF worked with the Government to create a plan for better budget management and spending; and to allocate more resources to education, prevention of HIV/AIDS, and protections for OVC.(44) However, the Government failed to make sufficient progress under the plan and the IMF deemed it a failure.(17)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact the Child Protection and Welfare Bill of 2010 to apply the minimum age for work to all sectors, prohibit the worst forms of child labor, include a list of hazardous occupations, and extend protections to children in non-contract work and non-industrial undertakings.	2009, 2010, 2011
	Establish a compulsory education age that is consistent with the minimum age of employment.	2009, 2010, 2011
	Enact the Sexual Offenses and Domestic Violence Bill to further protect children from commercial sexual exploitation and prostitution.	2009, 2010, 2011
	Enact legislation to prohibit using, procuring or offering a child for illicit activities.	2009, 2010, 2011
Coordination and Enforcement	Clarify the roles and report the activities of PACC and the Inter-Agency Task Force for the Prevention of People Trafficking and People Smuggling.	2010, 2011
	Explore mechanisms to include the informal sector within the country's enforcement process.	2011
	Develop a system to record child labor complaints.	2009, 2010, 2011
Policies	Implement the Action Program on the Elimination of Child Labor.	2011
	Increase efforts to provide free and compulsory education, including expanding free primary education for children beyond grade four.	2010, 2011
	Collect data on the worst forms of child labor.	2009, 2010, 2011
	Assess the National Policy on Children, the National Social Development Policy, the Education Plan and the National Development Strategy and their impact on the worse forms of child labor.	2010, 2011
Social Programs	Expand and improve programs to combat the worst forms of child labor, including:	2010, 2011
	Integrate a child labor component into existing social programs to support vulnerable children.	2010, 2011
	Implement recommendations in the Fiscal Adjustment Roadmap	2011
	Prioritize spending on education and social protection programs, and provide timely delivery of school fees for OVC to avoid disruptions of children's schooling.	2011

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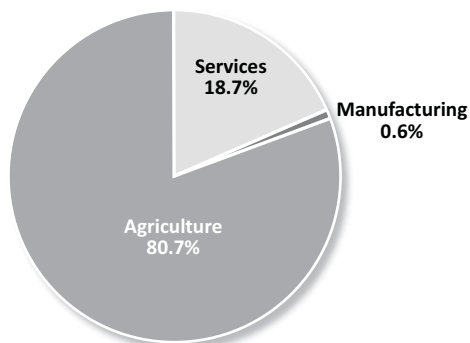
In 2011, the United Republic of Tanzania made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Zanzibar passed the Children's Act, prohibiting child labor and activities that prevent children from attending school. The Government of Zanzibar also increased the authority of labor officers in Zanzibar to prosecute cases of child labor. In addition to the number of policies and programs it maintains on child labor, Tanzania began working with UNICEF in 2011 on a Common Country Program that includes a child labor component. Despite these efforts, an updated comprehensive list of hazardous work prohibited to children has not been implemented in either the mainland or Zanzibar. The Government's child labor committee also failed to meet during 2011. Children continue to be involved in the worst forms of child labor in dangerous activities in agriculture and fishing.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	27.9 (2,691,262)
Attending School	5-14 yrs.	75.4
Combining Work and School	7-14 yrs.	22.3
Primary Completion Rate		Unavailable

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey, 2005-6.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

The United Republic of Tanzania (Tanzania) includes mainland Tanzania and the semi-autonomous archipelago of Zanzibar. Children in Tanzania are engaged in the worst forms of child labor, many of them in agriculture and fishing. In mainland Tanzania, children cultivate coffee, sisal, timber, tea and tobacco.(2) In Zanzibar, they work in the production of cloves.(2-8) Children in agriculture use dangerous tools, are exposed to pesticides and chemical fertilizers, and carry heavy loads.(9) Reports also indicate children are involved in the production of rice, seaweed and sugarcane.(2-5, 8, 10-14) Children, especially boys, care for livestock.(15-17)

Children in Tanzania are engaged in fishing, including for Nile perch.(4, 5, 9, 18, 19) They are susceptible to diseases from standing water and injury from being entangled in nets and cleaning fish with sharp tools. Children in fishing camps are also susceptible to sexual exploitation. (3-5, 10, 12, 18, 20)

Children work in artisanal mines and stone quarries.(21) Children transport heavy loads and use dangerous tools to crush stones. Children mining tanzanite work without safety gear and are exposed in mining zones to crime, drugs and alcohol.(22, 23) Some children also engage in sex work in mining camps.(22) Children in Zanzibar reportedly make gravel and may use sharp tools to cut stones.(2, 3, 10, 22, 24-27)

Tanzania

Girls are commonly employed as domestic servants.(9, 25, 26, 28, 29) They are sometimes forced to work long hours and may be physically and sexually abused. Girls fleeing abusive households may be exploited as prostitutes.(11, 14, 25, 26, 30, 31)

There are large numbers of street children in Tanzania.(3, 19, 25, 32) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(9, 19, 33) In urban areas, they may sustain injuries from scavenging for scrap metal and other items to sell. Children selling food and other items in the streets are vulnerable to attacks from petty thieves.(3, 19, 25, 32). Some children may be forced by adults to beg or commit crimes.(16, 34) Children working as porters in markets are reportedly beaten, deprived of food and shoulder goods over long distances.(33) Along the Tanzania-Kenya border, Tanzanian children are found working as cattle herders and in motorbike repair shops.(35)

In Zanzibar, children work in the tourism industry as guides, street vendors and hotel cleaners. They work long hours, and girls employed as cleaners have been exploited through prostitution.(10, 12, 20, 25, 26, 30) Children in mainland Tanzania are also exploited in sex tourism along the Indian Ocean beach hotels.(36) Girls especially are vulnerable to sexual assaults.(16) Girls may also work as barmaids, serving alcohol until late at night and sometimes falling into commercial sexual exploitation.(19, 37)

Trafficking for forced labor and commercial sexual exploitation is a problem in Tanzania.(2, 25, 30, 37, 38) Poor rural children in particular are trafficked internally for forced labor and commercial sexual exploitation.(2, 25, 30, 37) Some Tanzanian girls are coerced into prostitution in tourist areas and are forced into domestic work and childcare. (30, 39) Children are trafficked for domestic service and sex work in surrounding countries, Europe and the Middle East.(30) Children from Burundi, Rwanda and Uganda are trafficked to Tanzania including for fishing, domestic servitude, agricultural labor and sexual exploitation, which includes prostitution in brothels.(30)

Laws and Regulations on the Worst Forms of Child Labor

Tanzania's Constitution stipulates which laws apply across the entire United Republic; labor laws are not among them. Therefore, mainland Tanzania and Zanzibar have separate legal regimes governing child labor.(40-42)

Mainland Tanzania is subject to the Employment and Labor Relations Act No. 6 2004, which prohibits the employment of children younger than age 14, except in the case of light

work, and prohibits children younger than age 18 from working in dangerous environments. The law also establishes criminal penalties for anyone using illegal child labor or forced labor.(41, 43)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Child Act 2009 harmonizes all mainland laws pertaining to children.(44-46) The law prohibits the employment of children in exploitative labor in the formal and informal sectors and prohibits forced child labor, children working in hazardous work, and the sexual exploitation of children.(25, 46) The act defines exploitative work as that which deprives a child of his health or development, exceeds six hours a day, and/or is inappropriate to his age.(46) The act includes an incomplete list of hazardous activities from which children in mainland Tanzania are prohibited. Although the Act is in force, it lacks a monitoring framework and regulations assigning roles and responsibilities to government ministries charged with implementing it.(15, 36, 42)

The Zanzibar Employment Act No 11 prohibits child labor, including the worst forms of child labor. However, it does not include a list of hazardous work prohibited for children.(10, 43) In 2011, the Zanzibar Children's Act was signed into law. It prohibits child labor and any work that would inhibit a child's ability to attend school.(15) The law is similar to the mainland Child Act of 2009, however, no information was available on its implementation.

The government maintains a list of hazardous types of work, which was updated to include provisions from newer legislation related to child labor and to incorporate hazardous activities in fishing and other specific sectors, including those identified in

the country's most recent integrated labor force survey.(2, 44) However, the list has not been gazetted or placed into law, as it is still pending the confirmation and signature of the Ministry of Labor.(42)

The Sexual Offences and Provisions Act 1998, which applies to mainland Tanzania, includes penalties for procuring a child younger than age 18 for sexual abuse, for indecent exhibition, or for sexual intercourse.(47, 48) The Penal Code also punishes those knowingly living off the earnings of prostitution.(49) The Penal Code of Zanzibar also includes provisions relating to the worst forms of child labor.(10)

The Anti-Trafficking in Persons Act 2008 is applicable to both mainland Tanzania and Zanzibar.(25, 30) The law covers all aspects of trafficking in persons and considers trafficking of children to be "severe trafficking," a criminal offense with heavier penalties than those for adult trafficking.(50) Compulsory recruitment of children younger than age 18 years to the military is prohibited by law.(51) Tanzania has a voluntary recruitment age of 18, though children ages 16 and 17 may volunteer with parental consent.(52) It is unclear whether children ages 16 and 17 can engage in combat and therefore, it is not clear whether this law is in compliance with the provisions of ILO Convention 182.

By law, education in both mainland and Zanzibar is compulsory for children until the age of 15.(6) However, students or their parents are required to contribute money to cover school feeding programs as well as the construction of classrooms and provision of teachers' houses.(53, 54) These requirements may prevent some children from attending school.

In addition to the mainland Tanzania and Zanzibar legal frameworks on child labor, some districts have incorporated restrictions against child labor into their local by-laws.(25, 55)

Institutional Mechanisms for Monitoring and Enforcement

The Prime Minister's Office - Regional Administration and Local Government (PMORALG) is the chair of the National Intersectoral Committee on Child Labor, which coordinates action to bring attention to child labor issues and strengthen local structures to eliminate child labor. Committee members include government ministries and NGOs.(25) District-level entities report on the prevalence of working children and current village and district-level child labor interventions to PMORALG. However, the regional governments between the district and national level are not involved.(20) The committee met once during the reporting period.(33)

In mainland Tanzania, the Ministry of Labor and Employment (Ministry of Labor) is responsible for the enforcement of child labor laws. As the lead agency on child labor issues, the Ministry of Labor works closely with the Ministry of Community Development, Women and Children, the Ministry of Home Affairs, the Ministry of Education, the Ministry of Agriculture, and the Ministry of Health and Social Welfare, as well as with PMORALG.(26) The Ministry of Labor maintains a separate Child Labor Unit, which had a budget of \$29,000 during the reporting period.(15)

The Ministry of Labor has a total of 80 labor officers in mainland Tanzania.(15) Each region also has one or more labor officers responsible for enforcing labor laws, including those related to child labor. Labor officers are not in every district.(25, 56) The Ministry of Community Development, Gender and Children and the Ministry of Health and Social Welfare are responsible for the district government-employed community development officers and social welfare officers who monitor child labor at the district and village levels and report findings to PMORALG.(20)

Zanzibar's Ministry of Labor, Economic Empowerment and Cooperatives is responsible for enforcing the archipelago's child labor laws.(26, 56) The Labor Commission, under the Ministry of Labor, is responsible for matters related to labor inspections.(56) The Ministry of Social Welfare and Youth Development in Zanzibar is responsible for all child protection issues and has created a separate Child Protection Unit.(26)

In both the mainland and Zanzibar, the police investigate cases of child labor reported to police stations, and in some cases, refer them to labor officers or solicit the assistance of social welfare officers.(3, 26) Child labor cases are usually resolved by district courts, and children engaged in exploitative labor are referred to social welfare officers for services and support. While district courts have jurisdiction over child labor cases, the mainland Commission for Mediation and Arbitration is responsible for other types of labor violations and can also mediate and arbitrate child labor law violations that have been reported to them or can send them to district courts.(2, 3) The distance and cost of traveling to district courts may deter rural inhabitants from taking complaints to them.(3) Regulations passed in Zanzibar this year include a provision to establish the Zanzibar Dispute Handling Unit to mediate labor disputes in a similar fashion to the mainland Commission for Mediation and Arbitration.(15) However, no information is available on when the unit will be fully operational. During the reporting period, labor officers seconded to the Zanzibar Office of the Director for Public Prosecutions (DPP) received training and authority to prosecute cases in Zanzibar. These officers did not take up any child labor cases during the reporting period.(15)

No data was available on the number of child labor cases, violations or prosecutions in 2011.(15)

In December 2011, the Ministry of Home Affairs officially launched the Anti-Trafficking Secretariat and Committee, which replaced the ad-hoc Inter-Ministerial Committee on Human Trafficking that advocated for the implementation of the 2008 Anti-Trafficking in Persons Act. The Secretariat is responsible for promoting, defining and coordinating policy to prevent trafficking.(50) The Secretariat did not meet during the first four months of 2012, but its members worked together online to produce Tanzania's National Anti-Trafficking in Persons Action Plan.(42)

The Ministry of Home Affairs is responsible for the enforcement of anti-trafficking laws. The Interpol Office of Transnational Crimes within the police force includes the position of an officer responsible for trafficking. The police also have an independent trafficking desk.(26, 42) Despite these positions, there are no budgets allocated for activities to support anti-trafficking efforts.(15, 26) New police officers, investigators, and prosecutors receive training on child labor and human trafficking.(15, 26) However, training is reportedly inadequate as many police remain unaware of child labor laws and anti-trafficking laws.(15) Child trafficking cases can be reported through the Interpol Office and NGO hotlines.(25, 26)

Reports did not indicate whether child trafficking investigations took place in 2011. Additionally, no prosecutions related to child trafficking were made during the reporting period.(15) No information on child trafficking violations and prosecutions was found.

Government Policies on the Worst Forms of Child Labor

The National Action Plan for the Elimination of Child Labor for Mainland Tanzania (2009) names key stakeholders and ministries responsible for child labor interventions. It proposes strategies for poverty alleviation, child labor monitoring and child protection. It also calls for capacity building for child labor law enforcement and evaluation of efforts to combat the worst forms of child labor.(15, 26) Zanzibar also has a National Action Plan for the Elimination of Child Labor (2009).(10) The plan authorizes the Zanzibar Child Labor Steering Committee, chaired by the Permanent Secretary of the Chief Minister's Office and composed of key officials from various implementing agencies responsible for child labor, to provide policy guidance on the national action plan. The Zanzibar Steering Committee exchanges information with the National Intersectoral Coordinating Committee in mainland Tanzania.(10, 26) District labor officers oversee the

implementation of the national action plans in individual districts in mainland Tanzania and Zanzibar, in partnership with education officers, social welfare officers, and women and child welfare officers.(10) The Government of Tanzania signed an MOU with the Government of Brazil to develop an implementation plan for the National Action Plan for the Elimination of Child Labor.(15)

The National Strategy for Growth and Reduction of Poverty II (NSGRP II) contains provisions for improving literacy rates, promotion schooling for out-of-school children, promoting children's rights, and providing social protection interventions to assist vulnerable populations, which may include families of working children.(57) The Zanzibar Strategy for Growth and Poverty Reduction (2010-2015) includes a number of specific activities to reduce child labor, including providing support for the rehabilitation and re-integration of children withdrawn from child labor into the education system. It encourages district officials to adapt simple versions of child labor educational materials, establishes district-level child labor regulations, and strengthens the system for inspection and enforcement of child labor laws.(10, 58) There is no information on whether these activities have been budgeted or implemented. These poverty reduction plans are meant to contribute to the Government of Tanzania's National Development Vision of 2025.(10, 59)

A number of other Government policies target child labor. During the reporting period, the National Costed Plan of Action for Most Vulnerable Children 2007-2010, which includes child laborers among the most vulnerable children, is being implemented until the new plan is finalized.(60) The National Employment Policy 2007 requires the Government and partners to provide child labor guidelines and programs; the United Republic of Tanzania Child Development Policy has a goal of eliminating the worst forms of child labor; and the Zanzibar Child Protection Policy supports the Government's commitment to the Convention on the Rights of the Child. In addition, the National Social Protection Framework identifies child labor as a coping mechanism for families with economic risks and proposes strategies to improve sustainable livelihoods.(11, 61-64)

Children involved in or at risk of becoming involved in child labor are identified by the Most Vulnerable Children Committees, which operate at the ward and village levels.(42) Child labor committees also exist in some districts.(25) Districts are guided by the District Framework for Interventions on Child Labor in Tanzania, which outlines a strategic approach for district-based action against child labor.(44) Districts integrate child labor into individual district development plans and budgets, and many do this

by promoting enrollment and retention of children in basic education and targeting vulnerable households in poverty reduction initiatives.(44)

No information on the status of the Ministry of Community Development, Gender and Children's Plan of Action to Combat Commercial Sexual Exploitation of Children 2010 is available.

The Primary Education Development Plan (PEDP) and the PRSP eliminated primary school fees in Tanzania.(65-68) However, additional school related costs increase the risk of children's involvement in the worst forms of child labor.

The Government has focused on training as a means to address child labor and developed a number of policies and institutions to support this effort. The Zanzibar Vocational Education and Training Policy (2005) promotes government and private job training and preparation for youth.(69) A Ministry of Education-managed alternative education program assists adults and children who have dropped out of school. The mainland Tanzania Complimentary Basic Education and Training (COBET) program targets child laborers and provides child labor components in its curricula.(5) The Vocational Education and Training Authority provides skills and entrepreneurship training to rural populations and incorporates child labor targets.(10, 69-71) Tanzania's Secondary Education Development Programme (SEDP) and the PEDP also contributed to increased enrollments in schools.(72) The question of whether these programs had an impact on child labor has not been addressed.

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

The Government continues to implement the 2025 Time Bound Program on the Elimination of Child Labor and, with ILO assistance, has prioritized child labor in Tanzania's Decent Work Country Program.(15) USDOL is currently funding a \$1.71 million project, "Strengthening Labor Law Compliance", which supports the labor inspection component of ILO's child labor projects in the country.(15, 73)

Tanzania is also partnering with other UN agencies to address child labor. The UNICEF-supported Common Country Program (2011- 2015) recognizes child labor as a barrier to education and targets efforts towards achieving universal primary education in Tanzania.(74) The Government also teams with UNICEF to address the issue of violence against children, which may impact child laborers.(75) Government efforts to provide a secure and sustainable social protection system are supported by the One UN Program.

The Government supports a number of NGO-implemented programs to combat child labor. These programs include the PROSPER program, which addresses forces that fuel child labor and strengthens local and national structures to achieve child free tobacco production in target districts.(15, 76) The Government also supports the provision of income generating activities, education materials, and other social services as a part of the Jali Watoto program.(15, 77) The Government likewise supports the EU-funded projects, Fighting Child Labor in Zanzibar, Eradicating the Worst Forms of Labor in the Eight Mining Wards of Geita District, and the Women Empowerment in Zanzibar program, which withdraws children from child labor and puts them in school.(78, 79) At a regional and policy level, the Government of Tanzania participates in the East African Police Chiefs Cooperation Organization to strengthen regional cooperation and capacities among East African law enforcement authorities.(80) The Regional Program for East Africa covers 13 countries: Burundi, Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Madagascar, Mauritius, Rwanda, Seychelles, Somalia, Tanzania and Uganda, and is funded with \$38 million from the UNODC and other funding partners. The Program includes activities that support increased coordination in combating human trafficking.(80)

The Government has promoted nationwide enrollment in basic education, which involves community mobilization and increased budgetary allocations to local administrators to ensure that enrollment covers children from poor, vulnerable families.(81) The National Economic Empowerment Fund supports poverty reduction efforts at the regional and district levels, channeled through financial institutions in rural areas.(82) The Tanzania Social Action Fund provides grants and a conditional cash transfer program to vulnerable populations, including children. However, the question of whether this fund, as well as the Government's basic education program and National Economic Empowerment Fund have an impact on the worst forms of child labor does not appear to have been addressed.(44, 83)

The Government of Tanzania contributes funds for the East African Regional Training Academy for immigration officials, which provides instruction in anti-trafficking efforts.(84, 85) The Government signed an MOU with the IOM to further increase Government capacity to attend to the needs of victims of trafficking.(86)

The Government has not built on past USDOL-funded efforts to address child labor in the agriculture and fishing sectors.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Finalize and implement the hazardous list in Tanzania, which includes hazards in fishing and other dangerous activities identified by the Government.	2011
	Clarify whether the minimum age for military recruitment meets the standards established in ILO Convention 182.	2011
Coordination and Enforcement	Make available information on child trafficking violations and prosecutions in mainland Tanzania and in Zanzibar.	2010, 2011
	Increase the number of child labor cases tried through the justice system in district courts or resolved through the Commission for Mediation and Arbitration and Zanzibar Dispute Handling Unit.	2009, 2010, 2011
	Provide legal aid, transportation or other assistance to help poor families access district courts.	2011
	Conduct regular meetings of the National Intersectoral Child Labor Committee and Anti-Trafficking Secretariat and Committee and develop concrete goals for the committee to work towards.	2011
	Promote the use by Zanzibari labor officers of their new authority to prosecute labor cases to identify and prosecute child labor cases.	2011
Policies	Ensure that child labor activities in the Zanzibar Strategy for Growth and Poverty Reduction are budgeted for and implemented, and that information on the activities is made available.	2010, 2011
	Ensure that the Plan of Action to Combat Commercial Sexual Exploitation of Children is implemented and information on its activities made available.	2010, 2011
	Assess the impact of all relevant policies on the worst forms of child labor.	2010, 2011
	Provide assistance to families to enable them to pay school costs, including school meals, so children can stay in school and out of child labor.	2011
	Coordinate current efforts to address the worst forms of child labor through implementation of the National Action Plan for the Elimination of Child Labor.	2011
Social Programs	Develop concrete programs to build on past USDOL-funded projects to withdraw and prevent children from engagement in hazardous labor, especially where present in the agriculture and fishing sectors.	2010, 2011
	Assess the impact that the Government's basic education program, the Tanzania Social Action Fund and National Empowerment Fund have on addressing the worst forms of child labor.	2011

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In 2011, Thailand made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved the Occupational Safety, Health and Environment Act, which mandates increased protections against dangerous work for children and adults, and increased efforts to enforce child trafficking laws. The Government also passed the Ministerial Regulation on Migrant Learning Centers which increases migrant children's access to basic education. However, the Government has yet to finalize its updated list of hazardous occupations and working conditions prohibited to children or to initiate a national child labor survey. Children continue to be engaged in the worst forms of child labor, including in dangerous activities in agriculture as well as in shrimp and seafood processing.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	13.0 (1,302,267)
Attending School	5-14 yrs.	96.3
Combining Work and School	7-14 yrs.	14.4
Primary Completion Rate		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from UNICEF MICS3 Survey, 2005-6.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Thailand are engaged in the worst forms of child labor, including in dangerous forms of agriculture and in the shrimp and seafood processing industries.(3-5) Children working in agriculture are often exposed to dangerous tools and pesticides.(6) Children may face such conditions in the production of sugarcane, cassava, corn, rice, rubber, roses, oranges, and in harvesting seeds.(4, 7)

Children process fish and seafood, including shrimp, and are subjected to long and late hours; dangerous, dirty and damp working conditions; and a lack of safety equipment.(8) Children, mostly boys, work in the fishing industry and are vulnerable to physical abuse and long work hours.(8-10)

Children also work at entertainment venues, restaurants, markets and gas stations.(4, 8, 11) In these workplaces, they



may be exposed to excessive hours or working at night and, in some cases, may be exposed to high levels of noise, dust and smoke.(8)

Children, primarily girls, work in domestic service, and may face long work hours. In some cases, they experience physical and sexual abuse from their employers and confinement in their employer's home.(4, 12, 13) Children also work in manufacturing, including garment production.(4, 14) These children are mostly found in factories along the Burmese border. They work long hours and operate dangerous machines.(4, 14) In urban areas, street children, including migrant children, sell goods and beg.(15) Children working on the streets may be exposed to many dangers, including severe weather, vehicle accidents and crime.(16) Children reportedly also work in construction.(15)

Thailand

Children in Thailand are exploited in prostitution and pornography.(4, 15, 17) Children from Burma, Cambodia, China, Laos and Vietnam are trafficked to Thailand for commercial sexual exploitation.(17, 18) Children are also trafficked into Bangkok or other urban areas to sell and beg and to work as domestic workers.(4, 18, 19)

Ethnic minority, stateless and migrant children are the most at risk of engaging in the worst forms of child labor, particularly in the informal sector.(4, 11, 20) Migrant children may be subjected to forced labor in agriculture, garment factories, shrimp and seafood processing, deep-sea fishing and domestic service.(4, 9, 20) There is limited evidence that children work in conditions of forced labor in the production of salted vegetables, brass jewelry, and fish balls.(4)

During the reporting period, Thailand experienced unprecedented flooding which closed 18,000 businesses in 19 provinces and displaced 650,000 workers, including 200,000 migrant workers. Many Thai and migrant workers lost their livelihoods. However, the Government made some efforts to protect migrants and other vulnerable population groups through evacuation centers.(21)

Thailand continues to experience an ethno-nationalist separatist insurgency based in the three southernmost provinces, which have a majority Malay-Muslim population. Children, teachers and other education personnel have been killed or wounded in the conflict, which has forced the intermittent closure of schools in the region.(22, 23) NGOs have reported that insurgents have trained and used children in the armed conflict.(24, 25)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Protection Act (LPA) sets the minimum age for employment at 15 and the minimum age for hazardous employment at 18.(25, 26) The LPA provisions on minimum age do not apply to domestic workers in third party households.(4, 26-28)

The LPA outlines hazardous working conditions prohibited for children, including exposure to chemicals and heavy equipment. The LPA prescribes penalties for employing children under such conditions.(26) In addition, the Child Protection Act prohibits the employment of children in work that might cause them physical or mental harm or hinder their development. It also prohibits the use of children in begging, criminal acts or any other exploitative activity and imposes strict fines for any violations.(29)

The Ministerial Regulation for the Protection of Workers in the Agricultural Sector permits children from the age of 13 or older to engage in agricultural work during school vacation or non-school hours, as long as they receive parental permission and the nature of the work is not hazardous. However, it does not appear that the Government of Thailand has specified the number of hours or the times of day permitted for light work in agriculture.(25, 30, 31)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

In 2011, the Department of Labour Protection and Welfare (DLPW) passed the Occupational Safety, Health and Environment Act which authorizes the creation of a Ministry of Labor (MOL) Occupational Safety, Health, and Environment Committee and the appointment of a Safety Inspector.(32) The Act requires employers to provide protective equipment and occupational safety and health training for formal and contractual workers throughout the supply chain. This Act will impact workers in all sectors, including children of legal working age in sectors such as shrimp and seafood processing; however, details on the Act were unavailable at the time this report was written.(32)

The Government is in the process of updating the list of hazardous occupations and working conditions prohibited to children, and it is expecting to publish these updates in 2012.(4, 15) It is unknown how this update will differ from the provisions of the Occupational Safety, Health and Environment Act in regards to hazardous work and working conditions prohibited to children. However, until the update is

completed, gaps in the regulatory framework may continue to expose children to risks in a variety of industries.

During the reporting period, the Home-Based Worker Protection Act went into effect.(32) The Act aims to protect workers engaging in subcontracted production or assembly work taking place at the household level. The Act states that home-based businesses must formally register all workers and cannot employ children under age 15 to work in unsafe working conditions.(32) Although this Act does not discuss hazardous work protections for children ages 15 to 18, the aforementioned Occupational Safety, Health and Environment Act appears to protect children from hazardous work, including in small-scale, home-based settings.(4)

In 2011, the Government proposed the Ministerial Regulation on Labor and Welfare Protection for Domestic Workers in Non-Business Establishments to provide protections for domestic workers in third-party households. This Regulation, which includes coverage for child domestics, would require a minimum age for domestic work of 15 years, weekly and annual holidays, and the prohibition of sexual harassment and gender discrimination in domestic service.(4, 33) However, until the Regulation is passed, there is neither a clear minimum age for domestics nor legislation that would protect such workers from performing dangerous work or working under hazardous conditions. The gaps in these areas are not in accordance with international standards.

The Ministerial Regulation on Sea Fishing Vessels, likewise under review, would increase the minimum age for children working in sea fishing from 16 to 18.(4) Until the Ministerial Regulation on Sea Fishing Vessels is passed, children ages 16 and 17 are permitted to work on sea fishing vessels which may include dangerous work.

The Prevention and Suppression of Prostitution Act establishes penalties for the sexual exploitation of children.(34) The Child Protection Act prohibits the involvement of children in illicit activities including gambling and alcohol-related activities.(29) The Anti-Trafficking in Persons Act prohibits all forms of trafficking including trafficking for the purposes of forced labor and sexual exploitation.(35) The Prevention and Suppression of Prostitution Act, the Anti-Trafficking in Persons Act, the Child Protection Act, the LPA and the Penal Code specify penalties for violations involving trafficking children.(26, 29, 34, 36)

The Constitution prohibits forced labor.(37) The Military Service Act stipulates the age of voluntary and compulsory military recruitment as 18.(38) During the reporting period,

the Government passed a Ministerial Regulation prohibiting children under age 18 from taking part in village defense trainings.(39)

Both Thai and migrant children have the right to compulsory education until age 15. The Constitution entitles all children to free education until grade 12.(3) However, access to education, particularly for migrant and ethnic minority children, is limited by a variety of factors. These factors include a lack of awareness among local government officials of migrant children's right to education, burdensome student registration requirements, class instruction only in the Thai language, indirect financial costs such as school uniforms and textbooks, and pressure from families for children to work rather than attend school.(40-42) In early 2012, the Government approved the Ministry of Education's Ministerial Regulation on Migrant Learning Centers. The Regulation legalizes the provision of formal and nonformal basic education by nongovernmental entities for undocumented and non-Thai persons in migrant learning centers.(43) Formerly, instruction could only be provided by government schools. This regulation will improve access for migrant children to education, including in their native languages.

Institutional Mechanisms for Coordination and Enforcement

The National Committee to Eliminate the Worst Forms of Child Labor coordinates the implementation of child labor policies and plans, harmonizes cooperation amongst various coordinating ministries and reports semiannually to the Thai Cabinet on child labor issues.(15) The National Committee is chaired by the MOL, with representation from other government agencies, employer and worker associations, and civil society groups.(44) In addition, the National Committee oversees two subcommittees, one for monitoring the National Policy and Plan to Eliminate the Worst Forms of Child Labor (2009-2014) and the other for updating the list of hazardous activities related to the worst forms of child labor.(15)

As part of the MOL, the DLPW enforces labor laws, including child labor, through workplace inspections.(4, 15) In 2011, the DLPW had a budget of \$3.4 million, a portion of which was for labor inspections.(4) The DLPW employed 678 labor inspectors, a number that the Government recognizes as insufficient to adequately monitor more than 375,000 workplaces covered by the law.(4)

In 2011, DLPW labor inspectors inspected 452 workplaces specifically for child labor and did not find any cases of child

labor violations.(4, 43) Research has not determined why there were no such violations. The DLPW prioritized inspections in the garment, seafood and seafood processing industries and, to a lesser extent, in small and unregistered businesses. The MOL also reported that it focused on workplaces with concentrations of illegal migrant laborers and laborers ages 15 to 17.(15, 20, 33) However, few Thai labor inspectors speak migrant or ethnic minority languages, which may impede their ability to conduct adequate inspections.(4, 45)

The MOL also used the Child Labor Protection Network as another mechanism for oversight of labor violations. The 37,815 person network is composed of government agencies, NGOs, employers, academics and community groups.(4, 46) Its purpose is to raise awareness, disseminate information and provide a mechanism for reporting labor violations. During the reporting period, the Network reported child labor and trafficking violations to MOL.(4, 46)

The MOL operates a 24-hour telephone hotline to receive complaints from the public about labor violations including child labor. The Ministry of Social Development and Human Security (MSDHS) operates a separate hotline that also receives complaints from the public about trafficking in persons violations, including child pornography and human trafficking.(20) The Government employs Burmese and Cambodian interpreters to staff the trafficking hotline.(47)

The Anti-Trafficking in Persons Committee (ATP) and the ATP Coordinating and Monitoring Subcommittee, each chaired by the Deputy Prime Minister, are Thailand's main trafficking coordinating mechanisms.(20, 43, 48) The ATP has multiple subcommittees that cover a range of topics, including data collection and implementation of the national anti-trafficking policy.(49) The various subcommittees meet regularly.(49) In 2011, the Government of Thailand allocated over \$2.2 million to an anti-Trafficking in Persons (TIP) fund. During the year, over \$626,000 was used to support over 30 anti-TIP projects implemented by the Government and NGOs, and over \$16,000 was used for services to assist 103 TIP victims.(50) The residual funds will remain in the anti-TIP fund for the following year.(51)

The Anti-Human Trafficking Division of the Royal Thai Police is responsible for enforcing laws related to human trafficking.(20) The MSDHS's Office of Welfare Promotion, Protection and Empowerment of Vulnerable Groups provided training to 1,550 police and 292 civil servants on anti-trafficking measures.(4)

During 2011, NGOs reported that Thai police have become more effective in investigating potential trafficking violations and rescuing victims.(52) Between January and December 2011, the Royal Thai Police identified 125 trafficking cases involving minors, including 108 prostitution cases, 5 forced begging cases and 12 forced labor cases.(53) In 2011, the MSDHS, Child Labor Protection Network, and the Thai National Police also prosecuted and convicted several child traffickers. These cases involved migrant children working in salted vegetable, brass jewelry, and fish ball factories. In these cases, the Government fined the employers.(4)

Government Policies on the Worst Forms of Child Labor

The National Policy and Plan (NPP) to Eliminate the Worst Forms of Child Labor 2009-2014 is Thailand's comprehensive policy framework to address the worst forms of child labor.(3, 15, 33) It is designed to protect both Thai and non-Thai children. The strategy aims to prevent, protect and withdraw children from the worst forms of child labor, improve legislation and law enforcement related to the worst forms of child labor, and build the capacity of officials who administer policies and programs on the worst forms of child labor.(3, 15, 33) During the reporting period, the National Committee to Eliminate the Worst Forms of Child Labor's subcommittee on the NPP created five key performance indicators intended to measure the success of the NPP. These indicators include a reduction in the number of children engaging in the worst forms of child labor; increased efforts to remove children from the worst forms of child labor; increased criminal prosecutions against employers who exploit children; increased capacity and knowledge of practitioners working in this field; and increased national and provincial level administrative and management efforts to eliminate the worst forms of child labor.(4) These indicators are intended to be operationalized by the National and Provincial Operation Centers for Providing Assistance to Women and Child Laborers. In 2011, the National Operation Center created operational guidelines for the Provincial Operation Centers intended to meet the aforementioned indicators.(46) The Provincial Centers' staff members continued creating 106 provincial action plans involving 24 governmental agencies and 5 NGOs during the reporting period.(4)

The Government's National Policy Strategies and Measures to Prevent and Suppress Trafficking in Persons 2011-2016 is the comprehensive anti-TIP Policy.(49) The Policy contains five

sub-policies and five strategies which are then operationalized in annual action plans. The 2011 action plan covered all five strategies and consisted of 93 projects to implement the strategies. Projects focused on the prevention, prosecution, and protection of trafficking victims.(50)

In 2011, the Government continued its eighth amnesty process for almost 1 million undocumented migrant workers from Burma, Cambodia, and Laos. Through this process, the Government registers undocumented migrant workers and their families, and provides their children with a 13-digit identification number required to access education and health services in Thailand.(46) Despite the mandated 12 years of free education for all children regardless of their legal status, children without identification numbers often have limited access to education because local officials are unaware of their rights to enroll in the public school system.(46)

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

The Government's National and Provincial Operation Centers for Providing Assistance to Women and Child Laborers implement the NPP. They also collect and disseminate information on the worst forms of child labor and report their activities to the National Committee.(4)

During the reporting period, the Government participated in a \$9 million, USDOL-funded project to eliminate child labor in the shrimp and seafood processing industry. The project aims to strengthen policy frameworks to protect the rights of Thai and migrant children; assist the shrimp and seafood processing industry to comply with labor laws; and to provide education and other services to at-risk children and families in the targeted areas.(3)

The Government also participated in a \$3.78 million, USDOL-funded project that ended in June 2011. Over the project period, more than 7,000 children were removed or prevented from entering into the worst forms of child labor in agriculture, fishing, seafood processing, services, and domestic work through the provision of educational services. The project also

supported the adoption of the Home-Based Worker's Act.(54) In addition, the project encouraged employers to participate in national and local policy development and coordination; increased occupational safety and health for working children above the minimum age of employment; provided educational services and income-generation opportunities; created child labor monitoring and referral systems; fostered cross-border networks; and enhanced the knowledge and research base on child labor in Thailand.(55-57)

The Government also participated in a USAID-funded project to end exploitation and trafficking. In 2011, the project provided public awareness campaigns on human trafficking through television and public concerts.(4) In addition, the Government participated in a multi-year, \$3.67 million, UNODC-funded project; it builds the capacity of law enforcement officials in Thailand, Cambodia, Laos and Vietnam to identify and prosecute child sex offenders.(58)

MSDHS' Bureau of Anti-Trafficking in Women and Children coordinates services to trafficking victims through the National Operation Center on the Prevention and Suppression of Human Trafficking. The National Operation Center oversees 76 Provincial Operation Centers for the Prevention and Suppression of Human Trafficking.(20, 48) The Centers offer medical care, psychosocial services, education, and life skills education.(18)

The Government is working with international organizations, universities, and NGOs to conduct baseline surveys on child labor in areas with high concentrations of migrant workers.(4) The Government does not have nationwide data on the worst forms of child labor. It has indicated since the past few years, it has intended to initiate a national child labor survey. However, implementation of the survey has yet to begin.(4)

Thailand

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Revise the Ministerial Regulation for the Protection of Workers in the Agricultural Sector to specify the maximum number of hours as well as the times of days that children age 13 to 15 may perform light work in this sector.	2011
	Approve draft legislation to extend protections to all children working in the worst forms of child labor, including those working in dangerous activities on sea fishing vessels and as domestic workers.	2009, 2010, 2011
	Revise the list of hazardous occupations and working conditions for children as needed to specify prohibitions against dangerous activities in sectors unprotected by current laws.	2009, 2010, 2011
Coordination and Enforcement	Increase the number of DLPW labor inspectors to monitor workplaces covered by the law.	2009, 2010, 2011
	Ensure, including through training, that labor inspectors speak migrant or ethnic minority languages useful for labor inspections.	2009, 2010, 2011
Policies	Train local government officials on education policies for migrant children.	2011
Social Programs	Initiate a national child labor survey.	2009, 2010, 2011

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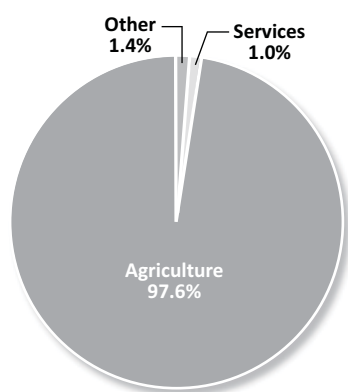
Timor-Leste

In 2011, Timor-Leste made a moderate advancement in efforts to eliminate the worst forms of child labor. The Child Labor Commission commenced activities including the development of a list of hazardous occupations for children. The Government also adopted the Timor-Leste Strategic Development Plan 2011-2030, which includes commitments to improve the education system over the next 20 years. Additionally, the Government supported various efforts to raise awareness about human trafficking in the country. However, Timor-Leste still lacks a mechanism to fully coordinate all Government efforts to combat child labor. Further, the Government did not implement any new programs targeting the worst forms of child labor, specifically for children in agriculture. The worst forms of child labor continue to exist in Timor-Leste, particularly in dangerous activities in agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	19.9 (26,228)
Attending School	5-14 yrs.	69.7
Combining Work and School	7-14 yrs.	12.6
Primary Completion Rate		65.5

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from TLSLS Survey, 2007.(2)



Prevalence and Distribution of the Worst Forms of Child Labor

Children in Timor-Leste are engaged in the worst forms of child labor, many of them in dangerous activities in agriculture.(3-6) Within agriculture, many children cultivate and process coffee.(4, 5, 7) Children working in agriculture may use dangerous machinery and tools, carry heavy loads and apply harmful pesticides.(6) It is reported that children also work in fishing, where they may be susceptible to risks such as drowning.(4, 7, 8)

Children are found working in the streets where they participate in a variety of activities, such as selling fruit, vegetables, fuel, newspapers, mobile phone cards and DVDs.(3-5, 7) Children working as street vendors are vulnerable to severe weather, traffic accidents and crime.(9) Children are also engaged in domestic work.(3-5) Although many children work for biological and adoptive families, a small percentage of children work for third parties.(4) Children employed as domestics often work long hours and are isolated in private homes where they are susceptible to physical and sexual exploitation.(10) Children also reportedly work in construction.(4, 7)

In a few cases, particularly in rural areas, families are forced to have their children work as indentured servants, or as bonded laborers in order to settle outstanding debts.(11, 12)

Some children are trafficked for sexual purposes, particularly for prostitution.(3-5, 12)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 15, although the law creates exemptions for work done in family-

owned businesses or at vocational schools.(12, 13) Children between age 12 and 14 may perform “light work.” In addition, the Labor Code prohibits employing a child between age 15 and 18 in work that jeopardizes his or her health, safety or morals is prohibited; however, the Labor Code does not explicitly define activities or occupations considered light work, or hazardous work from which children are prohibited.(13) In November 2011, Timor-Leste’s Child Labor Commission began to develop a list defining hazardous work for children, stemming from proposals made in 2009.(5)

	C138, Minimum Age	No
	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	14
	Free Public Education	Yes

The Law of Basic Education provides free and compulsory primary education for children until age 14.(12, 14) Because children 14 years of age are no longer required to attend school and are not legally eligible to work, they may be particularly vulnerable to the worst forms of child labor.

Both the Constitution and the Labor Code forbid compulsory labor at any age.(13, 15) Trafficking in persons is prohibited, and the Immigration and Asylum Act stipulates penalties for those who traffic minors.(11, 16) The Penal Code also prohibits child pornography and the use of children in illegal activities such as drug trafficking.(5)

The minimum age for compulsory and voluntary recruitment into military service is 18.(17)

Institutional Mechanisms for Coordination and Enforcement

The Child Labor Commission (CLC) is the primary body tasked with designing and developing policies on child labor. The Commission was created with the financial and technical assistance of the ILO and the Government of Brazil.(3, 5, 18, 19) The CLC is located within the Office of the Prime Minister, but is chaired by the Chief Labor Inspector of the National Commission on Children’s Rights.(5) The CLC comprises the Secretariats of State for Vocational Training and Employment, Youth and Sports, Equality Promotion, and Public Work; the Ministries of Education, Agriculture, Finance, Justice, Health, Social Solidarity, Tourism, and Commerce and Industry; Trade Unions; the Chamber of Commerce and local NGOs.(5) The mission of the CLC is to recommend policies, raise awareness and contribute to efforts to ratify the international conventions related to child protection.(5) Research found no evidence that there is any governmental agency that supports the coordination of child labor enforcement efforts with the provision of appropriate social services for the victims of the worst forms of child labor.

The CLC was launched in 2009, but did not fully commence activities until 2011.(5) During the reporting period, members of the CLC traveled to Brazil to learn more about the instruments and mechanisms the Government of Brazil uses to address child labor. The Government of Timor-Leste aims to replicate some of these efforts in its own country.(3, 5) It is unclear which of these efforts will be replicated or when implementation will occur.

The Secretary of State for Vocational Training and Employment (SEFOPE), works in collaboration with the Ministry of Social Solidarity (MSS) and the National Police of Timor-Leste (PNTL) to enforce child labor laws.(20) During the reporting period, the total budget for the inspectorate directorate of SEFOPE was \$142,000.(5) Research was unable to determine if this funding was sufficient to cover child labor inspections.

In 2011, the Government employed 20 labor inspectors.(5) The Chief Labor Inspector and one other labor inspector received training on issues specific to child labor.(3, 5) The Government continues to lack a formal mechanism for filing complaints regarding hazardous and forced child labor.(3, 20) In addition, the Labor Inspections Directorate does not publish data on the overall number of investigations.(3)

The Inter-Agency Trafficking Working Group, chaired by the Ministry of Foreign Affairs, coordinates the Government's anti-trafficking efforts. The Trafficking Working Group also includes the Ministries of Justice and Social Solidarity, SEFOPE, the Victims Protection Unit of PNTL and the Office for the Promotion of Gender Equality.(21)

The Ministry of Defense and Security oversees the Immigration Police, the Border Police and the National Police Force, all of which work to enforce criminal laws against forced labor, sexual exploitation and trafficking.(5)

In 2011, the Government trained law enforcement and immigration officers on trafficking related issues.(11) In addition, enforcement agencies acquired new patrol boats and began patrolling the territorial waters to address reports of forced labor on fishing vessels.

No information was available regarding the number of investigations conducted involving the worst forms of child labor or the number of child victims assisted by the police in 2011.

Government Policies on the Worst Forms of Child Labor

In 2011, the Government of Timor-Leste launched the Timor-Leste Strategic Development Plan 2011-2030.(22, 23) The Strategic Plan includes short-term and long-term plans for the nation's development and specifies commitments to improve the educational system over the next 20 years. The educational component of the Plan specifically addresses improvement of gender parity in primary schools and prevention of child dropouts.(24)

In 2008, in collaboration with the ILO and worker representatives, the Government established the Decent Work Country Program (DWCP). The Program prioritizes the improvement of youth employment conditions and opportunities among its three intended outcomes.(25) During the reporting period, the Child Labor Commission reportedly began to develop a National Action Plan Against Child Labor.(5)

Social Programs to Eliminate the Worst Forms of Child Labor

The Government of Timor-Leste continued to support the project for the Elimination of the Worst Forms of Child Labor. The main objective of the project is to contribute to the implementation of the ILO Convention 182.(5) The project was instrumental during the reporting period in re-establishing the Child Labor Commission, which initiated the development of a national list of hazardous work for children. The Commission also began to develop a National Action Plan to reduce the prevalence of the worst forms of child labor.(5, 19)

In March 2011, Timor-Leste and other members of the Community of Portuguese-Speaking countries approved four programmatic areas on which they will focus efforts to combat child labor. The programmatic areas include the exchange of information and experiences, awareness-raising campaigns, the use of statistical methodologies to collect child labor data, and technical cooperation and training.(26, 27)

The Government continued to air a nationwide weekly radio program on trafficking. Additionally, the President of the Republic delivered an anti-trafficking message through media outlets and posters.(11)

The Government of Timor-Leste, in cooperation with the UNDP, implemented the Mother's Purse (Bolsa da Mae) program, a cash subsidy provided to poor families with a female head of household. The program aims to improve the well-being of children by conditioning the subsidy on children's school attendance and their regular medical visits.(5) Beneficiaries of Bolsa da Mae are prioritized by poverty and relative vulnerability. In 2011, the program reached 11,000 families, benefitting approximately 15,000 children.(5) During the reporting period, several projects aimed at improving education throughout Timor-Leste continued to receive funding from the World Bank and other development partners.(14, 28, 29) The question of whether these programs have an impact on child labor does not appear to have been addressed.

While the Government has implemented programs that target vulnerable youth populations, research found no evidence that it has carried out programs to specifically address worst forms of child labor, especially children in agriculture.

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Timor-Leste:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Review exemptions in labor legislation to ensure adequate protections for all children involved in family-owned businesses and vocational education.	2009, 2010, 2011
	Specify the activities considered "light work" in the Labor Code.	2010, 2011
	Define and prohibit hazardous work for children.	2010, 2011
	Establish a compulsory age for education that is equivalent to or greater than the minimum age for work.	2009, 2010, 2011
Coordination and Enforcement	Ensure that there is a government agency to support the coordination of child labor enforcement efforts with the provision of appropriate social services for victims of the worst forms of child labor.	2011
	Create a mechanism to file hazardous and forced child labor complaints.	2009, 2010, 2011
	Track and publish the results of enforcement efforts, including labor inspections, criminal investigations and child victims assisted.	2010, 2011
Social Programs	Assess the impact that existing social programs may have on child labor.	2009, 2010, 2011
	Institute programs to specifically address the worst forms of child labor, especially in agriculture.	2009, 2010, 2011

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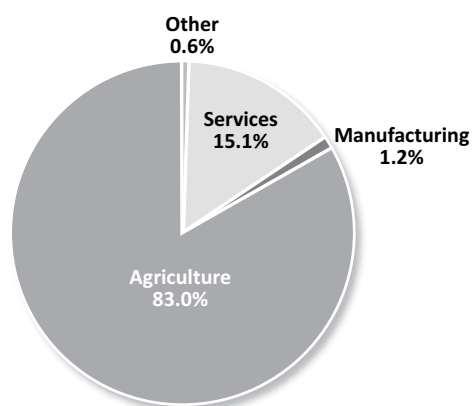
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In 2011, Togo made a minimal advancement in efforts to eliminate the worst forms of child labor. Regional child labor committees expanded their efforts by tracking the return of trafficking victims and improved coordination by sharing information with government officials during the reporting period. In addition, the Government continues to participate in donor-funded projects to combat the worst forms of child labor and operates a hotline to report child abuse. However, the Government has not devoted sufficient resources to enforce its child labor laws effectively. Children continue to work in dangerous conditions, especially in agriculture and domestic service.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	32.7 (663,914)
Attending School	5-14 yrs.	72.4
Combining Work and School	7-14 yrs.	27.2
Primary Completion Rate		73.7

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

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Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Togo are engaged in the worst forms of child labor, including in dangerous activities in agriculture and domestic service.(3-6) In 2010, the Togolese National Department of Statistics released the results of the 2009 child labor survey.



These data were not analyzed in time for use in this report, so data from 2006 are included above.(4) According to the 2010 report, 58.1 percent of children ages 5 to 17 are economically active, up from 32.7 percent in 2006.(4) Roughly half of all working children are engaged in agriculture, harvesting goods such as cotton, cocoa and coffee.(4, 7, 8) Limited evidence suggests that children also herd cattle and produce beans and corn.(6, 9-11) Children working in agriculture may perform physically arduous tasks and risk occupational injury and disease from exposure to dangerous tools, insecticides and herbicides.(3, 4)

Approximately 22 percent of working children are employed as domestic servants. The majority are girls ages 5 to 14.(4, 8, 12, 13) Child domestics may work long hours and be subjected to physical and sexual exploitation by their employer.(14-17) Reports also indicate that girls perform domestic duties, such as fetching water and laundry, for their schoolteachers.(18) This work may reduce the time children spend on learning and may put them in vulnerable situations while working in private homes.

Children earn money performing a variety of other activities, which could pose risks to their health and well-being. Such work includes handling gasoline, cutting sheet iron, capturing crabs at night, working in rock quarries, transporting heavy loads of stones and collecting sand for construction.(3, 7-9, 11, 19, 20) Children also work in the streets as porters and small-scale traders.(3, 9, 11, 21) Children working on the streets are exposed to multiple dangers, including severe weather, traffic accidents and crime.(22) Children are also involved in prostitution and in the sex tourism industry in Lome.(2, 23, 24)

Children are found in other activities constituting the worst forms of child labor, such as forced begging. The practice of sending Muslim boys to Koranic schools, or *daaras*, is a tradition in certain communities and is more common in Togo's Savanes region.(7, 11, 21, 25) While some boys receive lessons, others are forced by their teachers to beg in the streets and may be punished if they do not collect enough money by the end of the day.(25)

Children in Togo are trafficked for forced labor in domestic service and commercial sexual exploitation.(17, 26) In the Maritime, West, Central and Kara regions, girls are frequently trafficked for domestic service, market work and commercial sexual exploitation.(26-28) The customary practice of *confiage*, which involves sending a child to a relative or friend for school, may place children at risk of exploitation by internal trafficking.(14, 15) Children are also trafficked from Togo's central and northern villages to the Republic of the Congo and other West African nations, such as Nigeria, where they work in plantations, stone quarries, markets and homes.(26-30) Some Togolese boys are trafficked to Côte d'Ivoire for forced labor in construction and carpentry.(31)

Although education is free and compulsory until the age of 15, access to education services is still limited in Togo.(11, 32) In 2007, the ILO reported that 39 percent of classrooms in Togo were considered in unsatisfactory condition, and children might enter the workforce at a young age due to the limited number of schools.(3) In addition, in 2012 the United Nations reported that half of all children in Togo are not registered at birth, despite Government efforts in 2011 to register 140,000 children. Unable to prove citizenship, non-registered children are vulnerable to trafficking and may have difficulty accessing health and education services.(2, 33)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code of 2006 sets the minimum age for employment at 15.(34) Law 1464 sets the minimum age at 18 for certain industrial and technical employment including hazardous work. Law 1464 and the Labor Code also prohibit excessive work hours and night work for children.(34, 35) Although Law 1464 prohibits children from producing charcoal, lifting heavy loads and working in hotels, restaurants and bars, it also authorizes children 16 years and above to operate winches and pulleys and push heavy loads by wheelbarrow.(5)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

The Labor Code prohibits forced and obligatory labor and the worst forms of child labor as defined in ILO Convention 182.(34) However, these laws do not establish penalties for employing children in hazardous child labor, including work at night.(34, 35) The Labor Code does not define forced and obligatory labor and does not impose penalties sufficient to deter it. Violators of the Labor Code's forced and obligatory labor provisions can receive three to 6 months imprisonment, which can be doubled if it is a repeat offense, and a fine.(34)

The Child Code of 2007 further defines the worst forms of child labor, stiffens penalties for noncompliance with the minimum age law, and prohibits the trafficking of children as well as the recruitment of children into armed conflict and the commercial sexual exploitation of children. The commercial sexual exploitation of children includes child pornography,

child sex tourism and the use of children in illicit activities.(36) The Law for the Repression of Child Trafficking and the Child Code prohibit the trafficking of children and establish penalties for violations.(36, 37)

Institutional Mechanisms for Coordination and Enforcement

In 2001, the Government created the National Steering Committee for the Prohibition and Elimination of the Worst Forms of Child Labor to coordinate and supervise national efforts to combat the worst forms of child labor. The Child Labor Unit of the Ministry of Labor (MOL) acts as its secretariat.(3, 7, 9, 10, 38) The National Steering Committee's responsibilities include promoting child labor legislation, mobilizing resources and collecting data. However, its actions to date have been limited to evaluating and approving NGO action programs to eliminate child labor.(10, 38) Members of the National Steering Committee attribute this shortcoming to their lack of financial resources. Its secretariat, the Child Labor Unit, is understaffed and has no budget.(3, 38)

At the regional level, child labor committees coordinate child labor efforts and raise awareness. These committees operate in a third of Togolese villages and include representatives from several ministries, the National Council of Employers, unions and NGOs.(7, 10, 33, 39) In 2011, child labor committees improved their coordination efforts by sharing information with officials in Lome about trafficking trends. Child labor committees also began working with the Ministry of Social Action and National Solidarity (MASSN) to track the return of trafficking victims.(33, 38)

The National Committee for the Reception and Social Reinsertion of Trafficked Children (CNARSEVT) is the focal point for trafficking information and statistics and coordinates actions against the worst forms of child labor. The MOL's Child Labor Unit is responsible for assisting CNARSEVT.(3, 7, 33) Reports indicate that CNARSEVT improved its overall coordination efforts and recordkeeping in 2011.(33)

The MOL is also responsible for inspecting work conditions throughout Togo. In 2011, the MOL employed 62 labor inspectors and monitored 500 businesses for labor violations.(7) During the reporting period, the Government provided training to labor inspectors, social workers, police, border guards, local committees and education officials on child labor issues.(7, 33) Six of the nine regional labor inspection offices received an annual operating budget of approximately \$5,525. The remaining three offices near the capital received roughly \$15,000.(7) At the local level, parent

and student associations and village development committees also monitor the child labor situation.(1, 10)

The Ministry of Justice, MASSN and the police's Child Protection Unit (CPU) are in charge of enforcing criminal laws related to the worst forms of child labor. The MASSN maintains two social workers on-call 24 hours a day to assist trafficking victims.(7, 39, 40) The CPU—which consists of five police officers, two social service agents, a nurse, eight prison guards and one psychologist—manages child trafficking cases and, with the assistance of the Ministry of Justice, refers trafficking victims to appropriate services.(21, 40) In some cases, the CPU lacks resources to conduct investigations, and its employees must respond to calls in taxis and personal cars at their own expense.(41) In 2011, the Government reported 281 victims of child trafficking and intercepted 225 of these children prior to reaching their destination. Fifty-three of these children were repatriated from Nigeria, Benin and Gabon.(33) In addition, during the reporting period, Togolese police intercepted 26 children as they were being trafficked into Nigeria.(42)

No information is available on the number of child labor investigations conducted by the Government in 2011. In the first 8 months of 2011, 23 child traffickers were arrested.(7) Four traffickers received prison sentences up to 18 months and fines from \$600 to \$2000. There is no information about whether the other traffickers were convicted or if the rescued children received appropriate services.(7, 43) Furthermore, knowledge of the different laws protecting children among law enforcement personnel varies from region to region. The Maritime and Savanes regions' staff do not have copies of many child labor laws to guide law enforcement personnel.(10)

Government Policies on the Worst Forms of Child Labor

The National Strategy on Eliminating Child Labor through Education, Training and Apprenticeship (2006) is the primary government policy instrument to prevent and eliminate child labor in Togo, although the Government is currently drafting the National Action Plan on Child Labor.(3, 7, 38, 44) The National Strategy addresses the root causes of child labor such as poverty, weak educational institutions and the lack of access to education due to high associated costs. Implemented by ILO-IPEC, this Strategy supports universal basic education and education reform and strengthens the capacity of parents and teachers to combat exploitive child labor through awareness raising.(44) The strategy includes specific interventions to assist working children and promote education. However, it does

not target all sectors in which children work, such as cattle herding, forced begging and prostitution, or include programs to withdraw children from exploitative labor.(44)

Togo's National Plan of Action on Child Trafficking calls for legal and health services, including providing meals and psychosocial support for child trafficking victims and awareness raising activities for local communities and border officials. The plan prioritizes the education of children and improvement of livelihoods for families, and calls for the establishment of structures to monitor the trafficking of children.(45)

The National Labor Policy aims to raise awareness among parents, employers and community leaders on child labor, provide labor inspectors with additional training on child labor and calls for the adoption and implementation of the National Action Plan on Child Labor.(46, 47)

Child labor concerns are also mainstreamed into national development agendas and key policy documents including: Togo's Education for All Program, Decent Work Country Program, Poverty Reduction Strategy Paper and United Nations Development System Framework (2008-2012).(10, 22, 48-51)

The establishment of child labor policies and the inclusion of child labor as a priority in development goals are important accomplishments; however, some of the policies lack concrete action plans, including timeframes and budgets, making it difficult to assess the ability of these policies to combat the worst forms of child labor.(44, 45)

In addition, Decree 2008-129 established the right to free and compulsory primary education until the age of 15; however, in practice the costs of uniforms and books prohibit many families from sending their children to school.(11, 32, 52, 53)

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

In 2011, Togo began participating in the USDOL-funded 4-year Global Action Program on Child Labor Issues Project. This \$15 million regional Project aims to build the capacity of national governments and develop strategic policies to address the elimination of child labor and forced labor. This Project also aims to improve the evidence base through data collection and research and strengthen legal protections and social service delivery for child domestic workers.(54)

Togo continued to participate in the 4-year, USDOL-funded \$5 million Combating Exploitive Child Labor in Togo Through Education Project. Launched in 2007, this project aims to withdraw 4,000 children and prevent 6,000 children from exploitive child labor in urban informal sectors, domestic service, rural agriculture, trafficking and commercial sexual exploitation.(3) Togo also maintained its engagement in two additional USDOL-funded regional projects, including a 4-year, \$7.95 million project, and a 3-year, \$5 million project. These projects are designed to eliminate the worst forms of child labor in West Africa by strengthening sub-regional cooperation through ECOWAS.(55, 56)

The MASSN continued its campaign to disseminate the Child Code of 2007 and managed Allo 111, a hotline to report child abuse.(7, 9, 26) In 2011, MASSN also began managing the Tokoin Community Center, which receives victims referred by Allo 111 and is used as a temporary shelter.(33) Togo also recognized the World Day Against Child Labor by participating in awareness raising activities in Anié, Kolokopé, Hahotoé and Agoméglou.(6)

During the reporting period, UNICEF and the Togolese Government launched a new project to prevent child labor and child trafficking by providing families with young children, identified as high-risk, with cash transfers.(7) The Government also hosted a seminar for local businesses and enforcement personnel on child labor and trafficking issues.(7) In addition, the Government in cooperation with Terres des Hommes contributed to an ongoing project to prevent child trafficking and reintegrate victims.(7, 57)

Despite the initiatives described here, Togo's social programs to combat the worst forms of child labor do not match the scope of the problem and rely largely on NGOs and international organizations for implementation and as a result many of these interventions may not be sustainable over the long term.(2)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish penalties for violations of the laws governing hazardous child labor, including requiring children to work at night.	2009, 2010, 2011
	Amend Law 1464 to prohibit all work, which is likely to harm the health, safety or morals of children, including operating winches and pulleys and pushing heavy loads by wheelbarrow.	2011
	Clearly define forced and obligatory labor, and include sufficient penalties for violations of forced labor provisions.	2009, 2010, 2011
Coordination and Enforcement	Provide the Child Labor Unit with sufficient financial and human resources to implement their mandate and carry out daily tasks.	2009, 2010, 2011
	Strengthen measures to investigate, prosecute and convict individuals involved in the worst forms of child labor, by: <ul style="list-style-type: none"> • Providing training for all personnel charged with the enforcement of child labor laws. • Ensuring that all law enforcement personnel have access to child labor law reference materials and are aware of the different laws protecting children. • Providing sufficient resources to the police's CPU. 	2009, 2010, 2011 2009, 2010, 2011 2011
	Publish data on inspections, criminal investigations and prosecutions on the worst forms of child labor.	2010, 2011
	Adopt a policy that addresses all relevant worst forms of child labor such as domestic service, cattle herding, forced begging and prostitution.	2010, 2011
Policies	Strengthen the National Strategy on Eliminating Child Labor through Education, Training and Apprenticeship and the National Plan of Action on Child Trafficking by: <ul style="list-style-type: none"> • Developing programs to withdraw children from the worst forms of child labor. • Ensuring that it targets all sectors where children work. • Developing timeframes and budgets for each intervention. 	2009, 2010, 2011
	Implement Decree 2008-129 fully, which establishes free education.	2010, 2011
	Ensure the Government's social protection programs to combat the worst forms of child labor are sufficient to address the scope of the problem and to promote the long-term sustainability of project initiatives.	2009, 2010, 2011
Social Programs	Improve access to education by building additional schools and rehabilitating schools in poor condition.	2010, 2011
	Provide additional training to teachers to stop the practice of using students for domestic labor.	2010, 2011
	Provide more resources to the birth registration campaign to ensure children are registered at birth.	2011

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Tonga

In 2011, Tonga made no advancement in efforts to eliminate the worst forms of child labor. The lack of information regarding the worst forms of child labor in Tonga may be an indicator of a small or hidden problem. Nevertheless, gaps in the legal framework still exist, such as the lack of a minimum age for regular employment as well as for hazardous work, which leave children unprotected from labor exploitation.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		104.0

Sources:

Primary completion rate: Data from 2006, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is little available information about the extent and nature of the worst forms of child labor in Tonga. However, there are anecdotal reports that suggest children may be engaged in dangerous activities in farming and fishing.(3, 4) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides, while children working in fishing may be susceptible to risks such as drowning.(5, 6)

Although evidence is limited, there is some information that foreign fishing crews solicit Tongan children for sexual exploitation.(7) There have also been limited reports of children subjected to the worst forms of child labor as domestic workers.(8) Children employed as domestics may work long hours and are isolated in private homes where they are susceptible to physical and sexual abuse.(9)

Laws and Regulations on the Worst Forms of Child Labor

There is no legislation that specifies a minimum age for work or for hazardous forms of work.(4, 8, 10)



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

The Constitution of Tonga prohibits forced or compulsory work and slavery.(11) The Transnational Crimes Act explicitly prohibits the trafficking of children.(3, 8) Additionally, the Criminal Offenses Act prohibits prostitution, the owning or operating of a brothel and the pimping and soliciting of a prostitute in a public place.(3, 12) The Act also prohibits the abduction of girls under age 14 and the procurement of any girl under 21 for prostitution either within or outside the country.(12) However, the Act does not explicitly prohibit the abduction or procurement of boys for prostitution.(3, 12) The law also prohibits child pornography.(3, 13)

There is no military conscription in Tonga. The minimum age for voluntary service is 18, however, with parental approval, children age 16 can join the military in non-combat positions.(14, 15) Although the law does not explicitly criminalize the use, procurement, or offering of a child for illicit purposes, a child used for these activities is considered an “involuntary agent.” In such cases, the adults involved will be prosecuted for the child’s actions in lieu of prosecuting the child.(3)

Education is compulsory until the age of 18.(3, 16)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Tonga has established a coordinating mechanism to combat the worst forms of child labor.(8)

The Ministry of Labor (MOL) is responsible for the enforcement of labor laws.(8) The MOL does not employ any labor inspectors, but it has business license inspectors who look for children who are engaged in the worst forms of child labor in addition to their other inspection duties.(3, 8) In Tonga, there are no specific laws regarding child labor or hazardous child labor. Reportedly, the MOL is on the lookout for child laborers, and if children are intercepted, they are treated as child abuse violations.(3, 8, 17) Violations are reported to the MOL, and then the Chief Labor Inspector personally investigates the allegation. After a review by the MOL, complaints are then handed over to the Ministry of Police (MOP).(8) There were no known cases of child labor violations investigated during the reporting period.(3)

The Ministries of Labor and the Police are responsible for enforcing laws regarding forced labor, trafficking, the commercial sexual exploitation of children and the use of children in illicit activities.(8) If the incident involves foreign nationals or transnational trafficking, these agencies work in cooperation with the Ministry of Immigration as well.(3) In September of 2011, the Government organized a training on trafficking in persons for officials from the Police Department, Customs, the Ministry of Immigration, the Ministry of Foreign Affairs and local NGOs.(3) However, there are no known cases of child trafficking investigated during the reporting period.(3)

Government Policies on the Worst Forms of Child Labor

The Strategic Development Plan Nine (2009–2013) establishes Tonga’s development goals for the next 2 years. The goals include improving both public and private technical and vocational education services, such as curriculum and facilities.(18) Priority in the new curriculum is given to women and children to strengthen competencies in agriculture, fishing and horticulture, business and marketing, plumbing, carpentry and motor maintenance.(18, 19) Research did not determine the extent to which children who receive training in these tasks are protected from dangerous work.

Furthermore, with funding from the Governments of Australia and New Zealand, the Government of Tonga continued to implement the Tonga Education Policy Framework during the reporting period. The main goals of the Framework are to build the capacity of the Ministry of Education and achieve universal primary education.(3) However, the impact of these policies on the worst forms of child labor is unknown.

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

Research found no evidence of any programs in Tonga to address child labor.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish labor regulations which include a minimum age for employment at age 14 and a minimum age for hazardous work at 18 in accordance with international standards.	2009, 2010, 2011
	Define hazardous occupations and activities forbidden for children.	2009, 2010, 2011
	Amend legislation to include boys as victims in prostitution-related crimes.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
Policies	Conduct a study to better identify the extent and nature of the worst forms of child labor in Tonga to design appropriate policies and programs.	2009, 2010, 2011
	Ensure that the vocational education curriculum under Strategic Development Plan Nine incorporates measures to protect children from dangerous tasks.	2011
	Assess the impact the existing policies may have on addressing child labor.	2010, 2011
Social Programs	Implement programs to address the worst forms of child labor, specifically in farming, fishing and commercial sexual exploitation.	2010, 2011

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. February 2, 2012. Reliable statistical 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 on children's work in general are reported in this chart, 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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- International Labour Office. *Children in hazardous work: What we know, What we need to do*. Geneva, International Labour Organization; 2011. While country-specific information on the dangers children face in agriculture is not available, research studies and other reports have documented the dangerous nature of tasks in agriculture and their accompanying occupational exposures, injuries and potential health consequences to children working in the sector.
- International Labour Office. *Children in hazardous work: What we know, What we need to do*. Geneva, International Labour Organization; 2011. While country-specific information on the dangers children face in fishing is not available, research studies and other reports have documented the dangerous nature of tasks in fishing and their accompanying occupational exposures, injuries and potential health consequences to children working in the sector.
- U.S. Department of State. "Tonga," in *Trafficking in Persons Report- 2011*. Washington, DC; June 27, 2011; <http://www.state.gov/documents/organization/164458.pdf>.
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In 2011, the Government of Trinidad and Tobago made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established the National Steering Committee for the Prevention and Elimination of Child Labor and passed the Trafficking in Persons Act. However, the Government has not carried out a planned child labor study, there is no clear minimum age for hazardous labor and there are gaps in the enforcement system. Child labor is not a large problem in the country, but reports indicate that children may be engaged in the worst forms of child labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	3.0 (5,975)
Attending School	5-14 yrs.	97.8
Combining Work and School	7-14 yrs.	3.3
Primary Completion Rate		91.0

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

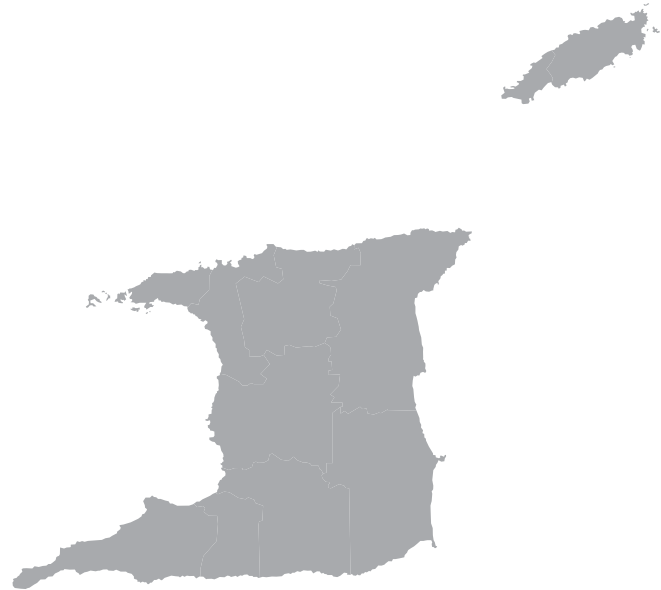
All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Available information indicates that the worst forms of child labor are not a large problem in Trinidad and Tobago. However, some children may engage in the worst forms of child labor, primarily in dangerous activities in the agricultural sector.(3) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(4) Although evidence is limited, children may also be engaged in prostitution.(3, 5)

Laws and Regulations on the Worst Forms of Child Labor

Trinidad and Tobago's Miscellaneous Provisions (Minimum Age for Admission to Employment) Act 2007 sets the minimum age for employment at 16.(6) It also prohibits children younger than age 18 from working between 10 p.m. and 5 a.m., except in family enterprises.(5, 7) No current law establishes a clear minimum age for hazardous work, nor is there a list of hazardous occupations, even though the Government has been developing one since 2004.(8)



	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	16
	Minimum Age for Hazardous Work	No
	Compulsory Education Age	12
	Free Public Education	Yes

Education is free and compulsory but only until age 12.(9) This standard makes children ages 12 through 15 particularly vulnerable to the worst forms of child labor as they are not required to be in school but are not legally permitted to work.

The Constitution prohibits forced or compulsory labor of children.(10) The Sexual Offences Act, the Children Act, and the new Trafficking in Persons Act of 2011 prohibit the commercial sexual exploitation of children, including

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prostitution and pornography.(7, 11, 12) The Trafficking in Persons Act also prohibits trafficking in children, including for the purposes of exploitation or use in illicit activities.(12)

Trinidad and Tobago has no compulsory military service, and the minimum age for recruitment to the armed forces is 18. However, children between ages 16 and 18 willing to join the armed forces may do so with written approval from a parent or guardian.(13)

Institutional Mechanisms for Coordination and Enforcement

The Government established the National Steering Committee for the Prevention and Elimination of Child Labor in July of 2011, which is responsible for coordinating efforts to combat child labor and is currently drafting a new National Plan of Action Against Child Labor.(14) The last National Plan of Action ended in 2010.(15) The multi-agency National Task Force Against Trafficking in Persons, established in 2011 by the new Trafficking in Persons Act, is responsible for coordinating efforts to combat trafficking in persons, and for preventing child trafficking, providing assistance to trafficking victims, and prosecuting traffickers.(12)

The Children's Authority is responsible for ensuring the well-being of children but is not currently operational.(16) Until the Children's Authority is active, the Government's Child Protection Task Force is tasked with protecting children and educating communities about child abuse, including child labor.(3, 17) Research did not identify how the National Steering Committee, the National Task Force Against Trafficking in Persons, and the Child Protection Task Force interact and coordinate.

The Ministry of Labor and Small and Micro-Enterprise (MLSME), the Ministry of the People and Social Development (MPSD), and the police are responsible for monitoring and enforcing child labor laws. The Labor Inspectorate Unit (LIU) of MLSME investigates child labor violations in the workplace.(3) It enforces hazardous labor laws through the Occupational Safety and Health Authority and forced child labor laws together with the MPSD. In 2011, LIU employed 16 inspectors. According to government officials, this number is insufficient, so LIU requested funding for 40 additional inspectors for 2011.(3, 7) LIU conducted 1,177 labor

inspections and identified no cases of child labor.(3) However, labor inspectors do not appear to have the authority to enter workplaces freely and without previous notice to the employer where they have reason to believe children are working illegally.(18)

The police services handle crimes, such as trafficking of children for the purposes of commercial sexual exploitation and selling drugs. No investigations or prosecutions were carried out for any such crimes during the reporting period.(3, 7)

Government Policies on the Worst Forms of Child Labor

The MPSD's 4-year National Plan of Action for Children ended in 2010.(7, 15) The newly established National Steering Committee for the Prevention and Elimination of Child Labor is drafting a new plan, but research did not indicate when this would be completed and implemented.(14)

Although the Government had planned to conduct a National Youth Activity Survey in 2006, research found no evidence of efforts to collect data on the nature and incidence of the worst forms of child labor, particularly in agriculture or sexual exploitation, which could be used to guide policy and inform programs.(19)

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

The Government has several programs designed to encourage children to remain in school, including a school meal program providing breakfast and lunch to children from low-income families, a book grant program, and a School Support Services Program to aid high-risk students with homework, counseling and other services.(3)

Labor inspectors also traveled to rural areas of the country to increase awareness of the worst forms of child labor during the reporting period.(3)

It is not clear whether additional programs to address child labor in agriculture and prostitution are needed, given the lack of information on these problems.

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in Trinidad and Tobago:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Clearly specify in the law a minimum age for hazardous employment and establish a list of hazardous occupations.	2009, 2010, 2011
	Establish a list of hazardous occupations prohibited to children under age 18.	2011
	Raise the age of compulsory education to 16, the established minimum age for work.	2009, 2010, 2011
Coordination and Enforcement	Establish systems to coordinate the efforts of the National Steering Committee, the National Task Force Against Trafficking in Persons, and the Child Protection Task Force.	2011
	Grant labor inspectors the authority to enter workplaces freely and without previous notice to conduct child labor inspections.	2011
Policies	Complete and implement the new National Plan of Action Against Child Labor.	2011
	Conduct the planned National Youth Activity Survey to assess how best to address the worst forms of child labor in Trinidad and Tobago, especially in agriculture and prostitution.	2011
Social Programs	Assess the need to implement programs to address the worst forms of child labor, including in agriculture and prostitution.	2011

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In 2011, Tunisia made a minimal advancement in efforts to eliminate the worst forms of child labor. Following the country's revolution and democratization, Government officials acknowledged that child labor occurs in Tunisia and established a Delegates Group for the Protection of Children to coordinate government action on the issue. Children in Tunisia are reportedly engaged in the worst forms of child labor, but there remains a need for adequate data on the worst forms of child labor to determine the prevalence and nature of the problem.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		91.2

Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's Analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Tunisia are reportedly engaged in the worst forms of child labor. However, the lack of official data and other information does not allow for an accurate assessment of the full nature and extent of the worst forms of child labor.

Evidence indicates that children work in agriculture.(3, 4) According to a recent World Bank report, rural children in Tunisia are less likely than urban children to attend school past age 10.(5) Such children may be working instead of attending school. Children working in agriculture may be exposed to chemicals, injured by dangerous machinery or tools and suffer physical harm from performing repetitive motions and carrying excessively heavy loads.(6)

There are reports that Tunisian children, mostly girls, work as domestic servants.(7, 8) Children employed as domestics may work long hours and are isolated in private homes, where they are susceptible to physical and sexual abuse.(9) There have been reports of girls trafficked internally to work as domestic servants.(4, 8, 10)

Children reportedly work in factories and as street vendors selling candy, cigarettes and other small items.(3, 11) Children



working on the streets may be exposed to multiple dangers including severe weather, vehicle accidents and criminal elements.(12)

The 2010-2011 Tunisian Revolution resulted in the creation of a new constitution and improvements in governmental transparency, but the political turmoil exacerbated the country's poverty and unemployment.(5) NGOs have reported anecdotally that child labor has become more pervasive and visible in Tunisia since the revolution, referencing a greater presence of street children and citing increased economic pressure on rural families that may push children into child labor.(3, 13)

Laws and Regulations on the Worst Forms of Child Labor

Tunisia's Labor Code sets the minimum age for employment at 16, with some exceptions such as work in family-run businesses. Children can also participate in light agricultural work from age 13 and in light industrial work from age 14, provided the work is not hazardous and does not interfere with schooling.(14) The Labor Code and the Child Protection Code both bar children under age 18 from hazardous work. After an

inspection of the workplace, the Government can authorize some children to engage in hazardous work from age 16 as long as the child's health is monitored and the work is paired with specific education and training. (15) The Labor Code gives the Ministry of Social Affairs, Solidarity and Tunisians Abroad the authority to determine the hazardous jobs and activities in which children cannot engage. (14) However, research found no evidence of such a list. Children under age 16 are not legally permitted to work as domestic servants. (3)

	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	17
	Free Public Education	Yes

Education is compulsory until age 16. (16) In addition, the Government of Tunisia provides free schooling beyond the age of compulsory education. (17)

Tunisian law forbids the use of forced or slave labor. (4) The Tunisian Penal Code proscribes capturing, detaining or sequestering a person for forced labor. (10, 18) In 2011, an anti-trafficking bill was drafted, but it has not been passed into law. (17, 19) Child prostitution is forbidden under the Penal Code and the Child Protection Code, and the applicable provisions cover both girls and boys. (15) Tunisian law also criminalizes the production and distribution of child pornography. (15, 16) It offers further protection for children against forced begging and exploitation for illicit activities. (15)

The Child Protection Code outlaws children's participation in wars or armed conflicts, and voluntary military service is set at age 18. (15) All male citizens are subject to compulsory military service at age 20. (20, 21)

Institutional Mechanisms for Coordination and Enforcement

Under the previous regime, the Government of Tunisia established a Child Protection Representative in each of the country's governorates to enforce the Child Protection Code. (15, 22) The Code places a special emphasis on situations that threaten a child's health or moral or physical integrity, including the worst forms of child labor. These Representatives are still in place under the auspices of the Ministry of Women. (23) Nevertheless, there have been concerns that having only one delegate per governorate is inadequate. (24) Since the revolution, a new committee has been formed, called the Delegates Group for the Protection of Children. This committee, headed by the Ministry of Social Affairs, is considered to be the coordinating body for government efforts to combat child labor. (23)

The Ministry of Social Affairs is also responsible for enforcing child labor laws through its inspectors, who collaborate with child protection officers and medical inspectors to identify and prevent the economic exploitation of minors. In addition, Tunisia's 380 labor inspectors collaborate with the General Union of Tunisian Labor to ensure that the Labor Code is enforced and that cases of child labor are reported and prosecuted. (14, 19, 22) Labor inspectors occasionally coordinated spot checks with Ministry of Education officials, while National Social Security Fund officials also inspected factories and industries for compliance with labor laws. (4) In 2011, the Ministry of Social Affairs reviewed 485 allegations of child labor, and of this number 24 cases were prosecuted. (4, 19) No information was available on the outcomes of these cases or the level of funding provided for child labor law enforcement.

In 2011 the Ministry of Justice established an interagency anti-trafficking in persons committee, which drafted an anti-trafficking bill that the Constituent Assembly is expected to consider in 2012. (17, 19) There were no known investigations or prosecutions of trafficking offenses or convictions of trafficking offenders during the year. (10)

Government Policies on the Worst Forms of Child Labor

During the rule of the Ben Ali regime, the Government of Tunisia did not develop any policies to combat child labor. (3) However, the new Government recently acknowledged that child labor exists. (3, 22) The new Government has not conducted research to determine the extent and nature of child labor that may be occurring in the country. (3)

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

Research found no evidence of programs to address child labor in agriculture, domestic service or street vending.

Tunisia, in cooperation with UNICEF, continued its participation in a multi-year plan to promote quality education and achieve universal primary education.⁽²⁵⁾ The Government and UNICEF are also working with IOM to improve assistance for the particularly vulnerable children crossing the border into Tunisia from Libya.⁽²⁶⁾ Among other forms of assistance, UNICEF has played a role in issuing birth certificates to refugees. As proof of age and acknowledgement

of a child's existence, the issuance of birth certificates protects children against child labor, underage military service and trafficking.⁽²⁷⁾

The World Bank-funded Education Quality Improvement Project, designed to facilitate the Government's efforts to promote primary and secondary education, concluded in September 2010. The Project boosted school enrollment and completion rates for children ages 6 to 18.⁽²⁸⁾ Research found no information suggesting that the Government had continued this program after Bank funding ended. The question of whether these programs had an impact on the worst forms of child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Consider passing the drafted anti-trafficking bill into law.	2011
	Ensure that a list defining hazardous work is established and made publicly available.	2011
Coordination and Enforcement	Increase the number of Child Protection Representatives.	2009, 2010, 2011
	Continue to make data publicly available on enforcement, and in addition, publish information on the resolution of cases and the funding budgeted for enforcement activities.	2009, 2010, 2011
Policies	Conduct research on the worst forms of child labor to inform policy and programs.	2010, 2011
Social Programs	Implement programs to specifically address the worst forms of child labor, including in agriculture, domestic service and street vending.	2009, 2010, 2011
	Assess the impact that the education plan and project had on addressing the worst forms of child labor and consider continuing the project under Government auspices.	2010, 2011
	Assess the impact that existing programs may have on addressing child labor.	2011

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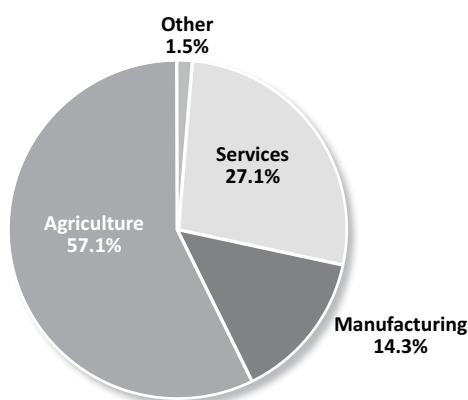
In 2011, Turkey made a minimal advancement in efforts to eliminate the worst forms of child labor. In early 2012, the Government passed a law that raised the age of compulsory education to 17, minimizing the risk of labor exploitation. Although the Government supports a number of programs to combat poverty and address child labor, particularly in agriculture, there are no programs to combat child labor in industrial work or heavy and dangerous work in small and medium-sized enterprises. Children continue to be involved in worst forms of child labor in dangerous activities in agriculture and the urban informal sector.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	2.6 (320,254)
Attending School	5-14 yrs.	92.4
Combining Work and School	7-14 yrs.	1.6
Primary Completion Rate		99.2

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from ENCOVI Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

In Turkey, children are engaged in the worst forms of child labor, particularly in dangerous activities in agriculture and the urban informal sector. Children are involved in producing cotton, hazelnuts and sugar beets.(3-8) Children also reportedly work in the production of tobacco, onions,

tea and dried sliced tomatoes.(3) Children in agriculture often work long hours and perform activities such as using potentially dangerous machinery and tools, carrying heavy loads and applying harmful pesticides.(8) With the exception of the hazelnut harvest, which occurs during school vacation, children in agriculture often migrate with their families for much of the year and may have limited access to health care and education.(4, 9-11)

Children are also exploited in street work.(3, 12) The Government reports on the incidence of children working in the streets in Turkey. In December 2009, the Government reported 8,298 children were found to be working on the streets.(3) Some of these children may be forced by their parents to shine shoes, sell tissues and food, and beg.(13) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(14)

Children also work in small and medium--sized enterprises in carpentry, auto and shoe repair, food processing and the production of furniture and machines.(3, 13) In the furniture and shoe repair industry, children are exposed to dangerous chemicals and machinery.(9, 10) The majority of child laborers are employed in small enterprises that have between one and nine workers.(9) Children reportedly also work in the worst forms of child labor in work with livestock and the production of bricks. In addition, children reportedly process mussels; produce textiles, leather goods and footwear; and cultivate citrus fruits, cumin, peanuts, and pulses, which may involve dangerous activities.(3, 15)

Girls are trafficked into Turkey from the former Soviet states.(16, 17) Children are exploited by criminals in the drug trade and prostitution.(13, 17) There are reports that children are recruited by Kurdish militant groups.(18, 19)

Although education is free and compulsory, access to education is still limited for some populations. Girls are often kept out of school because of the belief that education will ruin their marriage chances.(13) Many out-of-school girls work in the handicraft sector.(20) Children who migrate for agricultural work also have limited access to education.(9) Roma children often lack personal identification documents and, as a result, are excluded from public services including education, which may increase their risk of working in the worst forms of child labor.(16)

Laws and Regulations on the Worst Forms of Child Labor

Labor Law No. 4857 establishes the minimum age for work at 15.(21) Children under age 16 are prohibited from employment in arduous or dangerous work.(21) The Regulation on Heavy and Dangerous Works lists the specific jobs prohibited for children in this age group.(12) The Decree, the Methods and Principles for Employment of Children and Young Workers, published in Gazette No. 25425 (April 2004) lays out a separate list of hazardous occupations prohibited to all children under age 18.(22, 23) The same Decree lays out the list of light work acceptable for children age 14, including selling newspapers, magazines and flowers.(23)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	17
	Free Public Education	Yes

A number of sectors are not covered by the labor laws, including agricultural enterprises employing 50 or fewer workers, small shops employing up to three persons and domestic service.(13, 20) Article 4 of the Labor Law of Turkey

specifically exempts activities and employment relationships in those sectors from the provisions of the Labor Law. Many children work in these sectors.(13, 21) These gaps in the Labor Law leave children vulnerable to dangerous labor conditions without legal protection.

Turkey prohibits forced or compulsory labor including by children.(13) The New Turkish Penal Code also prohibits prostitution for persons under age 21 and the sexual exploitation of children in the production of pornography.(24) The Turkish Penal Code outlaws trafficking for the purposes of sexual exploitation and forced labor.(25) The age for military recruitment is age 19.(26)

On March 30, 2012, Turkey passed a law that increased the period of compulsory education from 8 to 12 years. Under the new law, children must start primary education before they reach age 6, and complete their cycle at age 17.(10)

Institutional Mechanisms for Coordination and Enforcement

The Disadvantaged Groups Department (DGD) of the Ministry of Labor and Social Security (MOLSS) is the primary agency coordinating the child labor efforts of the Ministry of Education, the Child Services Directorate General in the Ministry of Family and Social Policies (MFSP), the Ministry of the Interior, the Ministry of Justice and NGOs. The DGD acts as the secretariat of the National Guidance Committee, which monitors child labor and the activities of the Government to combat the problem.(3, 27) In 2011, the Government created the Child Services Directorate General within the MFSP to coordinate services for children living and working on the streets.(5)

Within the Ministry of Foreign Affairs, an ambassadorial-level official serves as coordinator of the Government's Task Force on Human Trafficking. This task force includes officials from six ministries as well as representatives from NGOs, the IOM and municipalities.(28)

The MOLSS conducts labor enforcement in workplaces that are covered by the Labor Law, including medium- and large-scale industrial and service sector enterprises.(13) MOLSS inspectors are responsible for enforcing the child labor laws and are instructed to prioritize complaints alleging child labor.(29) There are 900 labor inspectors authorized to conduct inspections on child and adult labor.(5, 30) According to the International Trade Union Confederation, the number of inspectors and resources is inadequate for the scope of the problem.(31) Labor inspectors are provided training on child labor issues, and the ILO handbook on child labor prevention

is included in the inspectors' training materials.(5, 30)
The Government has not published the number of labor inspections, child labor law violations and children assisted in 2011.(5)

In 2011, 17 government ministries and institutions signed a protocol committing them to inform Governors and National Education Directorates if their inspectors or officials discover the employment of any children under age 15.(5)

Complaints about child labor can be made by phone to a hotline operated by the Directorate General of Child Services within the MFSP or through the Prime Minister's Office Communications Center Web site.(3, 10)

The Turkish National Police (TNP) employs 3,500 officers tasked with addressing children's issues.(29) These officers handle all issues related to the treatment and protection of children, but do not have a specific unit focused on child labor exploitation.(29) The TNP also investigates cases of human trafficking.(25) The Ministry of Justice, the TNP and MOLSS provide anti-trafficking training to their employees.(25) There is no information on the total number of criminal investigations, victims, court cases or convictions for violations of human trafficking laws in 2011.(5)

Government Policies on the Worst Forms of Child Labor

The Government of Turkey developed a National Timebound Policy and Program Framework in 2004, which aims to eliminate the worst forms of child labor by 2015. In 2011, the National Guidance Committee started a review of the Framework, with the intent of establishing new guidelines in 2012. The Policy Framework prioritizes reducing poverty, improving the quality and accessibility of education and increasing social awareness and sensitivity to the problem.(3) It focuses on the worst forms of child labor in Turkey including street work, industrial work, heavy and dangerous work in small and medium-sized enterprises and mobile and seasonal agricultural work, except in family businesses.(5) The policy articulates objectives, indicators, outputs, target groups, activities and responsibilities for the elimination of the worst forms of child labor.(5)

The Rural Development Plan (2010-2013), prepared by the Ministry of Agriculture and Rural Affairs, addresses child labor in agriculture and focuses specifically on seasonal migrant labor.(30)

The Ninth Development Program, the National Program to Harmonize with the EU Acquis for membership and the 2007

Erdogan Government Program briefly mention child labor.(3, 32) However, the question of whether these policies have an impact on the reduction of child labor does not appear to have been addressed.

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

The Directorate General of Child Services, which replaced the Social Services and Child Protection Agency, operates 36 Child and Youth Centers and six homes to provide rehabilitation services to children working on the streets. At the centers, children are enrolled in education programs and have access to social, cultural, artistic and sports activities.(5, 9, 30) Children can also receive health screenings, occupational training, and psychosocial support. Additionally, families can receive financial support to help with the child's education.(30) In 2011 8,424 children were assisted through the Child and Youth Centers.(5)

The MOLSS operates a three-year program to improve the working conditions of seasonal agricultural workers, including those working in hazelnut cultivation.(4, 5) The program aims to ensure that workers are not trafficked or exploited and that they have appropriate housing and working conditions.(5) This program also focuses on providing educational opportunities to the children of migrant laborers and supplying them with school supplies and uniforms.(4, 5, 30) The MOLSS allocated \$17.8 million for this project in 2011, and expanded the program from 2 provinces to 28.(5) Although the project is scheduled to end in 2013, the Government is exploring ways to incorporate the program into provincial social services to ensure long term sustainability and expansion to all 81 provinces.(5) Over the reporting period, the Ministry of Education continued to implement a mobile classroom program for children who migrate for agricultural work.(10)

Although the Government implements programs targeting children in street work and migrant children working in agriculture, sectors targeted by the Timebound Policy and Program, it does not have programs to address other targeted sectors such as industrial work or heavy and dangerous work in small and medium sized enterprises.(5)

In an effort to reduce poverty, the Government continued to operate its Conditional Education and Health Care Assistance Program, which included cash transfers.(5) One of the conditions for families to participate in the program is for children between ages 6 and 15 to regularly attend primary school.(3) Priority is given to the poorest 6 percent of families, many of whom work in seasonal agriculture.(12) This program

Turkey

may influence parents to take children out of work and send them to school. However, the question of whether these poverty reduction programs have an impact on the reduction of child labor does not appear to have been addressed.

The Ministry of National Education runs training centers for children legally employed in small businesses. Children working in registered businesses are required to attend training at these centers and the centers are required to inspect the children's workplaces.(28) There are 311 centers providing training in over one hundred occupations.(28) In 2011, the

MOLSS Labor Inspection Board began offering training to enterprises at risk of hiring children in an effort to prevent them from violating child labor laws.(5)

To assist victims of human trafficking, the Ministry of Justice provides free legal services to foreign victims who choose to remain in Turkey to testify against traffickers.(28) The Ministry of Foreign Affairs also supports shelters for trafficking victims in Ankara and Istanbul, However, they continue to rely on external donor funding.(17, 33) The facility for a third anti-trafficking shelter in Antalya was donated by the municipality.(33, 34)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Revise the Labor Law to expand protections against hazardous work for children working as domestic workers and in agriculture and small businesses.	2009, 2010, 2011
	Amend laws to provide protections for children working on the street.	2010, 2011
Coordination and Enforcement	Increase the number of labor inspectors and the resources allocated for inspections.	2011
	Publish data on the number of labor inspections, child labor violations, criminal cases of the worst forms of child labor, and child victims assisted.	2011
Policies	Assess the impact that existing policies have on child labor.	2010, 2011
	Raise public awareness on the importance of education for all children.	2011
	Create mechanism to assist Roma and other populations without birth registration to enroll in school.	2011
Programs	Develop and implement programs targeting child labor in industrial work and heavy and dangerous work in small and medium-sized enterprises as outlined in the National Timebound Policy and Program.	2009, 2010, 2011
	Assess the impact that existing programs have on child labor.	2011
	Provide adequate funding to shelters for human trafficking victims.	2009, 2010, 2011

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Tuvalu

In 2011, Tuvalu made no advancement in efforts to eliminate the worst forms of child labor. Although there is little available information, there are anecdotal reports that children are engaged in the worst forms of child labor in Tuvalu. During the reporting period, the Government of Tuvalu continued to implement education policies and programs to keep children in school. However, gaps remain in the Government's legislative framework to protect children from the worst forms of child labor. Children ages 15 to 17 are not prohibited from working in hazardous environments, and boys are not adequately protected from commercial sexual exploitation. In addition, there is no evidence that the Government has collected data to determine the prevalence and nature of the worst forms of child labor in the country.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		99.2

Sources:

Primary completion rate: Data from 2006, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is little available information about the extent and nature of the worst forms of child labor in Tuvalu. However, there are anecdotal reports that children work in dangerous activities in farming and fishing.(3-5) Children engaged in agriculture may use dangerous tools, carry heavy loads, and apply harmful pesticides.(5) Children involved in fishing are at risk of injuries and drowning.(6)

Members of the international community have raised concerns that children in Tuvalu may be exploited in commercial sexual activities, particularly in prostitution. The Government has stated that this is not a significant problem.(7, 8) However, the economic transition underway in the country is moving Tuvalu from a subsistence-based economy to a monetized economy.

Similar transitions in other nations in the Pacific region have led some children to engage in commercial sexual activities in order to gain access to currency.(9)

Anecdotal evidence suggests that children are also engaged in street work, sometimes selling flower garlands. Although these children work on the streets, at night in dangerous neighborhoods and work unsupervised.(10) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(11)

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act sets the minimum age for paid employment at 14.(12) The law allows a child as young as age 14 to enter into a 5-year apprenticeship without providing any restrictions on the type of work that a child apprentice may perform. These trainees may lawfully live

away from their families, increasing the child's vulnerability to exploitation.(4, 12)

The law prohibits children younger than age 15 from industrial work and work on ships. However, children age 14 may work in industrial undertakings with the approval of the Labor Minister and on training ships with the approval and supervision of a public authority.(3, 10, 12) There are no protections against other types of work for children age 14.(12)

	C138, Minimum Age	No
	C182, Worst Forms of Child Labor	No
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	14
	Minimum Age for Hazardous Work	15
	Compulsory Education Age	15
	Free Public Education	Yes

The Employment Act allows employers to hire a boy to work underground in a mine, aboard a ship or during the night starting at age 16 with certain restrictions. Boys must also obtain required medical exams or approval from the Commissioner of Labor.(10, 12) There are no protections against other types of work for children age 16 to 17.(12) There are no restrictions preventing girls 15 and above from performing work underground in a mine, aboard a ship or during the night.(12)

Children in Tuvalu are not legally prevented from working in any unhealthy environment or engaging in any hazardous activities other than those named above. There are no legal protections covering exposure to dangerous substances, temperatures, noise levels or the operation of dangerous machinery, equipment and tools.(4, 12)

The Employment Act also empowers the Labor Minister to exclude any industry from child labor laws. While there is no information as to whether the country's Labor Minister has exercised this authority, children would be vulnerable to

exploitation if the Labor Minister exercised his or her authority to exclude an industry.(12)

The Employment Act prohibits forced labor.(12) In addition, the Penal Code prohibits employers and others from enslaving a child, forcing a child to work or otherwise constraining a child's movement.(13, 14) According to the Code, clients, facilitators and beneficiaries of the sex trade, as well as the minor's consenting guardian(s), are all penalized.(14) The Government has protective statutes in place for female victims of prostitution, but there are no legal protections for boys older than age 15.(14)

The 2008 revised Education (Compulsory Education) Order, made under the Education Act, makes education compulsory for children ages 7 to 15.(15)

The Penal Code also establishes punishments for child prostitution and for trafficking minors for sexual purposes. The Tuvalu Counter Terrorism and Transnational Organized Crime Act of 2009, provides additional protection for trafficking victims, particularly children.(16) It expressly forbids the trafficking of children into and within Tuvalu for any purpose. It also provides legal protections from criminal prosecution to trafficking victims.(16) Tuvaluan sentences for all sexual and trafficking offenses designate maximum but not minimum sentences which could lead to light sentences that are not commensurate with the gravity of the crime.(7, 14, 16) There were no confirmed reports of trafficking to, from, or within Tuvalu during the reporting period.(17)

Because the Government of Tuvalu does not maintain a military force, there is no legislation to address child soldiering or to establish a recruitment age for armed forces.(3)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Tuvalu has established a coordinating mechanism to combat the worst forms of child labor. However, the National Advisory Committee on Children (NACC) coordinates children's issues within the government. The Ministry of Education serves as the chair for the NACC.(3)

The enforcement of child labor laws primarily rests with the Department of Labor (DOL), which is part of the Ministry of Foreign Affairs and External Trade, Environment and Labor (MFEL).(3, 10) Reports indicate that the DOL has limited institutional capacity to carry out its duties.(4, 18-20) The DOL employs one officer to conduct all labor inspections, but

none were conducted during the reporting period.(3) There has never been a prosecution for child labor in Tuvalu.(21)

An additional challenge faced by the DOL is a lack of information and data concerning all forms of child labor. This hinders its ability to effectively target, carry out and measure enforcement efforts.(18)

Assisted by immigration officers, the Tuvalu Police Force is the primary agency responsible for enforcing efforts to combat child trafficking and commercial sexual exploitation of children.(3) When the court has reasonable cause to suspect that a female child is being subjected to commercial sexual exploitation, it may issue the Tuvalu Police Force a warrant to search the premises and arrest the accused individual(s). The law does not protect boys in similar circumstances.(14) When a case of commercial sexual exploitation of a minor goes to trial, the court may appoint a guardian for a female victim, but males lack this protection.(14)

During the reporting period, officials from the Police Department, the Ministry of Education, and members of the Nurses Association and the Tuvalu Family Health Association received training from the ILO on the worst forms of child labor.(3) However, research did not uncover the number of investigations of criminal worst forms of child labor conducted during the reporting period.

Government Policies on the Worst Forms of Child Labor

Through Education for Life, the national education policy in place since 1988, the Government has achieved virtually universal primary education.(7, 19) School is compulsory and free for 8 years until approximately age 15.(9, 15) According to the 2006-2010 Strategic Plan, the policies of the Tuvalu Department of Education (DOE) specifically target students who are at the greatest risk of being subjected to the worst forms of child labor including: children from low socioeconomic backgrounds, urban areas, isolated communities, girls, children with disabilities and school

dropouts.(22) However, research has not found the results of this Strategic Plan. During the reporting period the DOE created an Education Training Sector Master Plan to concentrate efforts on students that leave school after year eight, which is around age 13.(3) Still, the question of whether these policies have an impact on child labor does not appear to have been addressed.

The Government does not collect data on the worst forms of child labor. The United Nations Populations Fund provided financial assistance to Tuvalu in 2010 to launch Tuvalu's first labor force survey.(18) However, there has been no indication as to whether a child labor module will be included in the general labor market survey and the current status of this survey is unclear. No labor survey report was published in 2011.

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

The Government of Tuvalu is one of eight Pacific Island countries participating in an \$800,000 ILO program from 2010 to 2012 to align its labor laws with current international labor standards, including the ILO Conventions 182 and 138.(23) The program also intends to increase the capacity of labor administrators so that labor laws can be reviewed and enforced more effectively.(23, 24) In 2011, the Government of Tuvalu participated in the second year of a 2-year Decent Work Country Program (DWCP).(18) Among its many goals, the DWCP aims to strengthen the country's labor laws, support the ratification of ILO Convention 182 and improve labor market monitoring systems.(18) Other than these capacity building efforts, research found no evidence that the Government of Tuvalu implemented any programs during the reporting period to address child labor.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Expand the type of labor and worksites considered hazardous for children and raise the minimum age for hazardous work to 18.	2009, 2010, 2011
	Provide more protection for underage apprentices with regard to types of work and work sites in which they can and cannot work.	2009, 2010, 2011
	Clarify the provision allowing the Minister of Labor to exempt industries from child labor laws to ensure that sufficient protections are provided against the worst forms of child labor.	2009, 2010, 2011
	Ensure boys and girls are protected equally from hazardous work and commercial sexual exploitation.	2009, 2010, 2011
	Ensure punishments for all worst forms of child labor law violations are commensurate with the gravity of the crimes.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Compile national statistics on all child labor enforcement, including cases reported, investigated, prosecuted and closed.	2009, 2010, 2011
	Institute measures to increase the transparency and efficiency of Tuvalu government agencies in combating the worst forms of child labor.	2009, 2010, 2011
Policies	Publish the outcomes of the Department of Education's Strategic Plan 2006-2010.	2011
	Assess the impact that existing policies may have on child labor in Tuvalu.	2010, 2011
	Progress with the labor force survey and consider including a child labor module.	2010, 2011
	Conduct a study to better identify the extent and nature of the worst forms of labor in Tuvalu in order to design appropriate policies and programs.	2010, 2011
Social Programs	Implement programs to address child labor in the sectors of most need as identified by research.	2009, 2010, 2011

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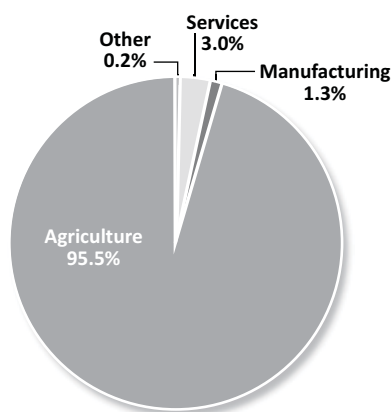
In 2011, Uganda made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government created a Counter Trafficking in Persons (CTIP) Office and an inter-ministerial Task Force to coordinate anti-trafficking efforts. However, gaps continue to remain in laws and enforcement efforts. The legal framework lacks protection for boys from prostitution, and labor inspections are not carried out in rural areas. In addition, there is a gap between the age to which education is compulsory and a minimum age for work. The worst forms of child labor continue to exist in dangerous forms of agriculture and domestic service in Uganda.



Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	31.1 (2,631,389)
Attending School	5-14 yrs.	84.2
Combining Work and School	7-14 yrs.	35.3
Primary Completion Rate		57.2

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2005-2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Uganda are engaged in the worst forms of child labor, primarily in dangerous forms of agriculture and domestic service.(3-8) It is estimated that the majority of children who work in Uganda are found working in agriculture, to produce

tobacco, coffee and tea.(6, 7, 9, 10) Children who work on tobacco farms in Uganda are exposed to health hazards and risk developmental defects due to long working hours, exposure to tobacco fumes and the risk for respiratory diseases.(3, 6, 9) Limited evidence also suggests that the worst forms of child labor are used in the production of maize, rice and sugarcane in Uganda.(7, 9) Children working in agriculture may use dangerous tools, carry heavy loads and be exposed to harmful pesticides.(8, 11)

Many children in Uganda are also engaged in the worst forms of child labor as domestic servants.(3, 7, 9, 12) Child domestic servants in Uganda commonly lack clear terms of service, work long hours with little or no pay, lack opportunities for education, are given insufficient food, and risk sexual exploitation and physical abuse from their employers.(13-16)

Children in Uganda work in fishing.(7) These children may lack safety equipment and risk death from drowning.(8) These children also receive little or no pay, work long hours processing and smoking fish, and risk injuries from burns and fatigue.(3, 17-19)

In the Karamoja region of Uganda, children herd cattle and may fall victim to involvement in cattle rustling.(7, 20) These children risk being attacked by armed men, are isolated from their communities for long periods of time, are exposed to extreme weather conditions and are denied access to schooling.(9) Children in Uganda also reportedly work in the production of charcoal, bricks and stone.(7, 21, 22)

Children in Uganda are also engaged in cross-border trading.(7, 23) Many children who live at border crossing towns and villages drop out of school to carry merchandise

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on their heads to and from Uganda border points.(23) These children may walk long miles and carry heavy loads.(24, 25)

Other worst forms of child labor exist in the urban informal sector, in which children work as street vendors selling small items.(3, 7) Some of these children end up being forced to beg on the streets.(7, 26) Children who work on the streets in Uganda are vulnerable to severe weather, traffic accidents and crime.(8)

Children risk involvement in the worst forms of child labor while working in bars and restaurants, such as commercial sexual exploitation and forced labor.(3, 9, 15) Some children as young as age 10 are victims of commercial sexual exploitation.(15) Children in the custody of pimps and brothel owners are used to produce pornographic materials. These children are also exposed to sexually transmitted diseases, including HIV/AIDS.(3, 18, 27)

Uganda is a source and destination country for the trafficking of children.(26, 27) Children are trafficked internally for sexual exploitation and forced labor in fishing, agriculture and domestic service.(26) In some cases, Ugandan children have been trafficked to Rwanda, Burundi, the Democratic Republic of the Congo (DRC), Kenya and Sudan for commercial sexual exploitation and forced labor.(26, 28) Children from Burundi, the DRC, Kenya, Rwanda and Tanzania are also trafficked to Uganda for commercial sexual exploitation and agricultural work.(26)

There are reports of ongoing abductions of children by the Lord's Resistance Army (LRA) in the neighboring countries of the Central African Republic, the DRC and South Sudan.(7, 29-31) However, there were no reports during the year that the LRA had abducted and conscripted children within Uganda.(7, 32)

Laws and Regulations on the Worst Forms of Child Labor

According to the Employment Act, the minimum age for work in Uganda is 14. The Act states that children ages 12 to 14 are permitted to perform "light" work under adult supervision if it does not interfere with the child's education.(28, 33) In addition, no child younger than age 18 may be employed in hazardous work or between 7 p.m. and 7 a.m.(18, 33) The Government of Uganda has a National Hazardous List of Employment Prohibited for Children, as well as a guideline to serve as a tool for labor inspectors to identify incidences of hazardous child labor.(18, 32, 34) The list was published and incorporated into the Regulations on Employment of Children

in 2010.(34) The guidelines define hazardous work as exposure to dangerous machinery; carrying heavy loads; exposure to harassment, including physical, psychological and sexual abuse and work under strenuous conditions for long hours.(18) Domestic work is listed as hazardous in the guidelines for children up to age 14.(18)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	17
	Free Public Education	Yes

Uganda has free and compulsory primary education to age 12, but the minimum age for work is 14, creating a gap between the minimum ages for work and the ending age for compulsory education.(4, 35, 36) This gap makes children ages 12 to 14 particularly vulnerable to the worst forms of child labor as they are not required to be in school but are not legally permitted to work in areas other than "light" work.

The Prevention of Trafficking in Persons (PTIP) Act of 2009 prohibits child trafficking and provides for protection, assistance and support for trafficking victims. The PTIP Act also provides for the reparation for victims of trafficking to and from Uganda.(37, 38) The use of children in the commission of a crime is prohibited under the Act.(38)

The Ugandan Constitution prohibits slavery and forced labor. Related offenses such as abduction and detention of a person for sexual intent and "defilement"—defined as having sex with a girl younger than age 18—can receive the death penalty under the Penal Code.(39, 40) However, boys under age 18 are not protected from defilement.(40)

Prostitution, procurement and pimping of a prostitute are illegal in Uganda. However, these laws only address female

victims, leaving boys unprotected from prostitution. The production of child pornography with the intent to distribute through the computer is illegal under the Computer Misuse Act of 2011.(41) However, the law does not make the production of child pornography illegal when there is no intent to distribute through a computer.

The minimum age for voluntary military service in Uganda is 18, and there is no conscription for the military.(35, 42)

Institutional Mechanisms for Coordination and Enforcement

The Government of Uganda has established a child labor steering committee to coordinate child labor issues. The committee includes representatives from the Ministry of Gender, Labor and Social Development (MGLSD), the Ministry of Education and Sports, the Ministry of Local Government, the Ministry of Agriculture, the Ministry of Health, the National Organization of Trade Unions, the Confederation of Uganda Trade Unions, the Federation of Uganda Employers, the International Rescue Committee, ILO-IPEC and other civil society stakeholders.(35, 43, 44) The committee convenes quarterly and held its last meeting of the reporting period in November 2011.(35)

As outlined by the 2009 PTIP Act, the Government created a CTIP Office in February 2012 and an inter-ministerial CTIP Task Force in March 2012.(38) The CTIP Office is charged with drafting policy, implementing public information campaigns and establishing a database on trafficking cases. The CTIP Task Force is responsible for coordinating anti-trafficking efforts among government ministries.(38, 45)

The MGLSD is the lead agency on labor issues and is in charge of enforcing all labor laws in Uganda.(7, 35) Two units within MGLSD are responsible for children's issues—the Child Labor Unit (CLU) and the Orphans and Vulnerable Children (OVC) Unit. The OVC Unit guides programming for orphans and other vulnerable children and integrates child labor information into an OVC database.(43, 44, 46) The CLU, with one full-time and one part-time civil servant, is responsible for the development of the National Child Labor Action Plan. The MGLSD has 40 non-specialized labor inspectors and 20 occupational health and safety inspectors who are assigned permanently to 36 of the 112 administrative districts.(35) The inspectors did not receive training during the reporting period.(35)

MGLSD inspectors conducted 250 inspections in 2011, but no inspections were carried out in rural areas. Given the scope

of child labor in the country, this number of inspections is inadequate. No child labor violations were found.(35) Research did not find evidence on the number of penalties levied for child labor violations found during previous periods.

The Uganda Police Force (UPF) within the Ministry of Internal Affairs has a Child and Family Protection Unit (CFPU) that has 425 officers trained on child and spousal protection issues at the national, district and local levels. At lower-level police posts, staff members are designated as CFPU liaison officers to manage a child-related complaint system and respond to complaints.(35) These liaison officers receive some specialized training on family and child law from the MGLSD and, in turn, provide training to local police regarding children's rights. The CFPU reported 88 child labor complaints during the reporting period.(35)

The UPF is the lead agency for enforcing anti-trafficking laws and investigating cases related to trafficking in persons.(45) Along with its work on children's issues in general, the CFPU also provides trainings to local police regarding measures to identify and prevent trafficking.(45) All incoming police officers are required to participate in a 1-day trafficking response course provided by the CFPU.(45) Additionally, the Ministry of Justice and the Directorate for Public Prosecutions is charged with prosecuting trafficking cases.(45)

The UPF maintained its Anti Human Sacrifice and Trafficking in Persons Desk, which identified five cases of human trafficking and prosecuted three of them during the reporting period. None of the reported cases involved children.(35, 38) In addition, Ugandan courts sentenced two people to prison in separate cases for "aggravated child trafficking" under the 2009 PTIP Act.(26, 38)

Government Policies on the Worst Forms of Child Labor

The Government of Uganda, with support from ILO-IPEC, continued drafting the National Action Plan (NAP) on Child Labor 2011-2015.(35, 47) This NAP, which as of the writing of this report, was scheduled to be released in June 2012, is intended to complete the work started under the 2006 National Child Labor Policy. Specifically, the NAP will strengthen the legal framework and establish enforcement mechanisms to protect children from exploitation.(35, 47)

Child labor concerns have also been mainstreamed into the Millennium Development Goals (2015) and the National Education Development Plan (2004-2015).(48-50)

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

The Government of Uganda has participated in the implementation of programs to eliminate the worst forms of child labor. During the reporting period, the Government of Uganda participated in a 4-year, \$4.79 million Project of Support for the Preparatory Phase of the Uganda National Action Plan for the Elimination of Child Labor funded by USDOL.(47) This Project aims to withdraw 8,138 children from exploitative child labor and prevent others from becoming victims.(47)

The Government also participated in a 4-year, \$5.5 million project funded by USDOL titled Livelihoods, Education and Protection to End Child Labor (LEAP).(51) The LEAP Project contributed to the prevention and elimination of child labor in Northern Uganda and the Karamoja region through awareness raising, and by improving access to and the quality of education. The Project, which ended in September 2011, prevented and withdrew an estimated 11,945 children from exploitative labor.(51) The Project also collaborated with the MGLSD and ILO-IPEC to train 11 district labor inspectors on the Guidelines for Labor Inspectors to identify hazardous child labor.(51)

The Governments of Uganda, the Central African Republic, the DRC and South Sudan continued to cooperate to rescue abductees of the LRA.(26) During the year, the Government of Uganda also took steps to protect and support demobilized LRA child trafficking victims by providing services, such as shelter and food.(26)

At a regional and policy level, the Government of Uganda participates in the East African Police Chiefs Cooperation Organization to strengthen regional cooperation and capacities among East African law enforcement authorities.(52) The Regional Program for East Africa covers 13 countries: Burundi, Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Madagascar, Mauritius, Rwanda, Seychelles, Somalia, Tanzania and Uganda, and is funded with \$38 million from the UNODC and other funding partners. The Program includes activities that support increased coordination in combating human trafficking.(38, 52)

The MGLSD started a cash-transfer welfare program in 2010, in partnership with UNICEF, that gives cash to vulnerable households in three districts in Uganda.(35) During the reporting period, the program gave funds to 3,500 households through cash transfers that benefited 15,500 individuals. The MGLSD and the ILO reported that families are putting the funds towards school fees and materials.(35)

The Government continued its support of NGO-run shelters that provide medical care, psychological support and other services to vulnerable children.(26) In particular, the Government also supported the repatriation of Karamojong children by removing them from the streets of Kampala and placing them in a government shelter where workers screened them and returned them to their families.(26, 52)

Although there are a number of donor-funded projects in Uganda, Government-supported efforts still fall short of reaching the large numbers of children in the worst forms of child labor in Uganda, particularly in the sectors of agriculture and domestic service.(26)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Adopt legislation that raises the age for compulsory education to be commensurate with the minimum age for work.	2009, 2010, 2011
	Amend legislation to protect boys from prostitution and expand the definition of the crime of "defilement" to include boys as well as girls.	2009, 2010, 2011
	Adopt legislation to make illegal the production and distribution of child pornography through any medium, regardless of intent.	2011
Coordination and Enforcement	Increase the number of child labor inspectors and trainings and ensure an adequate number of inspections are carried out, including in rural areas.	2009, 2010, 2011
Social Programs	Expand and improve projects that target children involved in the worst forms of child labor, particularly in agriculture and domestic service.	2009, 2010, 2011

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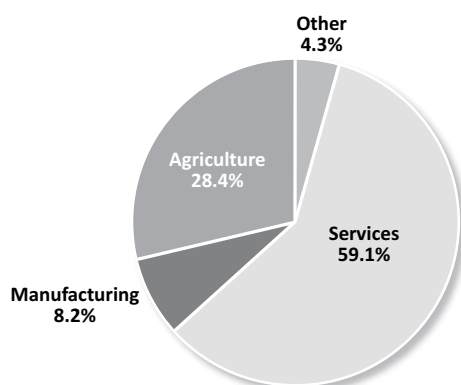
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In 2011, Ukraine made a minimal advancement in efforts to eliminate the worst forms of child labor. Although administrative reform still threatens the effectiveness of Government efforts to reduce the worst forms of child labor, the Government increased the penalty for exploiting children in labor and begging and established the Office of the Ombudsman for Children's Rights, which monitors the rights of children, including those engaged in child labor. However, children between the ages of 14 and 16 are not restricted from hazardous vocational training. Children continue to engage in the worst forms of child labor in dangerous agricultural tasks as well as in prostitution and pornography.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	15.1 (904,210)
Attending School	5-14 yrs.	95.8
Combining Work and School	7-14 yrs.	17.3
Primary Completion Rate		97.6

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2005.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Ukraine engage in the worst forms of child labor, including in dangerous activities in agriculture, and in prostitution and pornography.(3-5) Children working in agriculture may use dangerous tools, carry heavy loads and



apply harmful pesticides.(6) Children also engage in street work, in which they are vulnerable to severe weather, traffic accidents and crime.(3, 4, 6, 7)

Commercial sexual exploitation of children including prostitution and pornography is also prevalent in Ukraine.(3, 8-10) Children as young as age 10 are used in prostitution and the production of pornography.(11) According to Ukrainian and international law enforcement authorities, a large amount of child pornography on the Internet comes from Ukraine.(8)

Children work in informal surface coal mines, where they mine, sort, carry and load the coal; however, emerging reports indicate that the incidence of child labor in coal mines may be in decline.(4, 12)

Children are also trafficked for sexual and labor exploitation both within Ukraine and internationally.(9, 10) Girls are trafficked out of Ukraine to Russia, Turkey, Poland, Czech Republic, Italy and the United Arab Emirates. Boys are trafficked to Russia, Poland, Moldova, Turkey and Romania.(11) These children are trafficked into domestic service, agriculture, street work and commercial sexual exploitation. Children trafficked within Ukraine are often forced to work as beggars or prostitutes.(11, 13) Homeless, orphan and poor children are at high risk of trafficking and are targeted by recruiters for child pornography.(10)

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code sets the minimum age for employment at 16; children who have reached age 15 can work with the permission of a parent.(4) The Code allows for light work by children age 14, but the law fails to clearly define the activities

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these children can perform.(14) The Ministry of Health has published a list of hazardous occupations prohibited for those under age 18.(4) Children ages 14 to 16 in vocational training programs are not restricted from working in hazardous occupations.(14) Ukraine’s minimum age for such work is two years below the international minimum age for entering hazardous vocational training.

	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	18
	Free Public Education	Yes

Article 150 of the Criminal Code outlaws the exploitation of children. Article 150-1 provides penalties for using a child for begging.(11, 15) Articles 304 and 309 of the Code prohibit the engagement of children in illicit activities, including the production, purchase, storage or transportation of drugs. Article 302 outlaws the use of children in prostitution.(15) In 2011, the Criminal Code was amended to increase the punishment for involving children in exploitative labor and forced begging.(4)

The Law to Combat Child Pornography includes an internationally recognized definition of child pornography and allows courts to restrict access to Internet sites that circulate child pornography.(8)

Forced labor is prohibited in the Constitution.(16) The compulsory military recruitment age is age 18.(17) Article 149 of the Criminal Code prohibits trafficking in persons for sexual service and for labor. This article is applicable to both internal and international trafficking and increases penalties for trafficking if the victim is a minor.(10)

Education is free and compulsory until age 18.(18) Nevertheless, access to education is limited for rural and Roma minority children. In areas with low population density, some schools close due to the lack of school-aged children, forcing children to travel to distant villages for school.(8)

Institutional Mechanisms for Coordination and Enforcement

The National Steering Commission to coordinate efforts to combat child labor was dissolved at the end of 2010 in accordance with an established timeline.(4) In August 2011, the Office of the Ombudsman for Children’s Rights was opened. This Office is responsible for monitoring the rights of children including the issue of child labor, ensuring that Ukraine abides by international obligations on children’s rights and coordinating draft laws on child protection.(4) The Office has seven staff members.(4)

The Interagency Commission on Childhood Protection, composed of relevant government and UN representatives, examines policies and legislation on issues of child protection, including the worst forms of child labor and trafficking. Reports suggest that the Commission has not met since 2009.(4) The Ministry of Social Policy and the Ministry of Internal Affairs are responsible for identifying children in the informal sector involved in the worst forms of child labor.(8)

The Ministry of Family, Youth and Sport is responsible for coordinating efforts to combat human trafficking at the national level.(10) The Ministry leads the Interagency Coordination Council for Family, Gender Equality, Demographic Development and Countering Trafficking in Persons, which was created in 2007. At the *oblast* (provincial) level, *Oblast* Coordination Councils led by the Departments of Family, Youth and Sport coordinate efforts against trafficking.(10)

In December 2010, Ukraine began the process of administrative reform, which includes the dissolution of the Ministry of Family, Youth, and Sports. The responsibilities of that Ministry have been transferred to the State Service for Youth and Sports under the Ministry of Education and Science, Youth and Sports.(4, 19) This administrative reform threatens the coordination of child protection systems which include child labor issues.(4, 19)

Five agencies were responsible for enforcing hazardous child labor laws during the reporting period—the MOLSP; the Ministry of the Interior’s Criminal Police for Juvenile Affairs (CPJA); the Ministry of Science, Education, Youth and Sport; the Prosecutor General’s Office; and the Security Service of

Ukraine.(4) The State Labor Inspectorate in the MOLSP, is the lead agency responsible for enforcing child labor laws.(8) Coordination among these agencies is hampered by the lack of an electronic database for collecting and sharing information.(4, 7)

The State Labor Inspectorate is charged with monitoring all labor law including child labor laws. The Government employs 551 labor inspectors.(4) Funding for inspections is limited; inspectors lack offices, transportation, and travel budgets. No training for labor inspectors was conducted in 2011.(4)

Between January and November 2011, more than 29,800 labor inspections had been conducted, with 579 inspections focused on child labor taking place in September. During these child labor inspections, 1,065 working children were identified, with the majority of children under age 14 working in agriculture.(4) Inspectors discovered child labor violations in 227 enterprises, filed 158 citations with the courts and held managers of five enterprises liable.(4)

Labor inspectors must notify employers at least 10 days in advance of an inspection and a warrant must be issued in the event that an unscheduled inspection will take place.(20) These provisions may hamper the inspectors' ability to detect child labor law violations.

The Criminal Police for Children's Affairs (CPCA) is the primary agency to which children involved in criminal activities are referred.(4) The CPCA employs approximately 3,000 officers throughout the country.(4) The Cyber Crime and Counter-Trafficking Division (CTD) works to combat human trafficking and cyber crimes, employing 550 officers.(4) In addition to conducting raids on brothels, the Criminal Police verifies the legality of photography studios, modeling agencies, night clubs, massage parlors and hotels to prevent sexual exploitation of children.(11)

In 2011, the IOM trained 108 law enforcement officers in trafficking issues.(4) Hotlines accept reports of child trafficking and one takes reports of commercial sexual exploitation of minors on the Internet.(9) Since 2006 the National Counter-Trafficking and Migrant Advice Hotline has received over 115,000 inquiries.(21) It is unclear how many of these calls were related to child trafficking.

There are reports that children ages 16 to 18 are not always treated as victims in commercial sexual exploitation cases. Draft Law No. 9540 declares children found working as prostitutes to be victims of commercial sexual exploitation; however, this Law has yet to be enacted.(4) Reports also indicate that in cases of human trafficking, many convicted traffickers receive light

prison sentences, while others are placed on probation without prison sentences.(13)

From January through June 2011, 307 criminal cases were opened against adults using children in criminal activities; 293 of these cases were for sexual offenses.(4) Law enforcement does not provide data on the number of victims assisted.(4)

Government Policies on the Worst Forms of Child Labor

The National Action Plan to Implement the UN Convention on the Rights of the Child (2010-2016) (NAP) outlines action steps for putting laws into practice that protect children's rights.(9) The NAP addresses child labor and exploitation and calls for the development of a child labor monitoring system.(4) There were no funds dedicated to implementing this plan in 2011, including for the mandated child labor monitoring system elaborated in the plan.(4)

The National Plan on Combating Human Trafficking ended in 2010 and there is no evidence that the policy has been renewed.

The Government implements a State Program on Poverty Reduction; however, this policy does not specifically target child laborers.(4) The question of whether this policy has an impact on child labor does not appear to have been addressed.

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

During 2011, the Ministry of Family, Youth and Sport provided for social protection of children including 88 shelters and 32 social-psychological rehabilitation centers. The ministry also operated local offices for children's affairs, which provide employment, social and legal services for child laborers.(4) The services offered through these centers are reportedly insufficient to cover the scope of the problem of the worst forms of child labor.(4)

The Government partners with international organizations on a number of anti-human trafficking programs. Posters and information cards about child sex tourism and human trafficking were also distributed at seven border crossings.(22) In addition, the Ministry of Education and Science partnered with international organizations to develop guidelines to assist teachers in discussing human trafficking issues with their students. The Ministry also developed a school program for grades 7 to 11 to raise awareness on the issue.(22)

The Government participated in a program to combat commercial sexual exploitation of children. The program

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provided assistance to child victims of trafficking and sexual exploitation.(11) The Ministry of the Interior and the police worked with the program to develop techniques for working with child victims of exploitation including interviewing strategies and creating child friendly spaces for conducting interviews.(23)

The Government provides free school lunches to certain categories of children including those from families with many children, families of Chernobyl victims, low-income families and families in some rural areas.(7) However, as noted above, access to school for some rural and Roma children remains a problem. The question of whether this program has an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Code to prohibit all children younger than 16 from working in hazardous occupations in vocational training.	2011
	Amend the Labor Code to clearly define the term "light work" as it applies to children.	2009, 2010, 2011
	Pass Draft Law No. 9540 to protect children in commercial sexual exploitation.	2011
Coordination and Enforcement	Closely monitor the effects of the recent administrative reform and ensure that child protection remains a priority.	2010, 2011
	Regularly convene meetings of the Interagency Commission on Childhood Protection to carry out its mandate of examining policies and legislation on issues of child protection.	2009, 2011
	Implement mechanisms to facilitate cooperation between agencies responsible for enforcing child labor laws including the creation of a database on child labor.	2010, 2011
	Amend the labor regulations to allow for unannounced inspections and consider ways to streamline the labor inspection process.	2011
	Provide labor inspectors with appropriate resources to complete inspections.	2011
	Strictly enforce anti-human trafficking laws to ensure violators serve appropriate jail sentences.	2010, 2011
Policies	Provide the funds necessary to implement the National Action Plan for Child Protection including the mandated child labor monitoring system.	2010, 2011
	Renew the National Program on Combating Human Trafficking, which expired in 2010.	2011
	Assess the impact that the State Program on Poverty Reduction may have on child labor.	2011
Social Programs	Expand programs that address the worst forms of child labor including the services offered to child laborers through the local offices for children's affairs.	2011
	Assess children's access to rural schools and develop programs to facilitate school attendance.	2010, 2011
	Assess the impact that the free school lunch program may have on child labor.	2011

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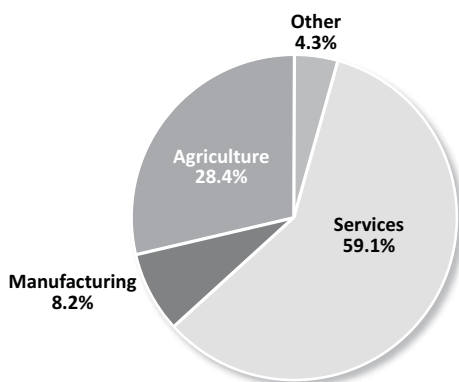
Uruguay

In 2011, Uruguay made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government released the results of its national child labor survey and finalized a plan to combat child labor in garbage dumps. The Government also organized trainings and workshops on child labor for inspectors and social workers. However, the country lacks a national child labor policy, and existing efforts to address the problem do not reach rural areas. Children in Uruguay continue to engage in the worst forms of child labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	6.1 (31,955)
Attending School	5-14 yrs.	97.8
Combining Work and School	7-14 yrs.	6.5
Primary Completion Rate		105.9

Working Children by Sector, Ages 5-14



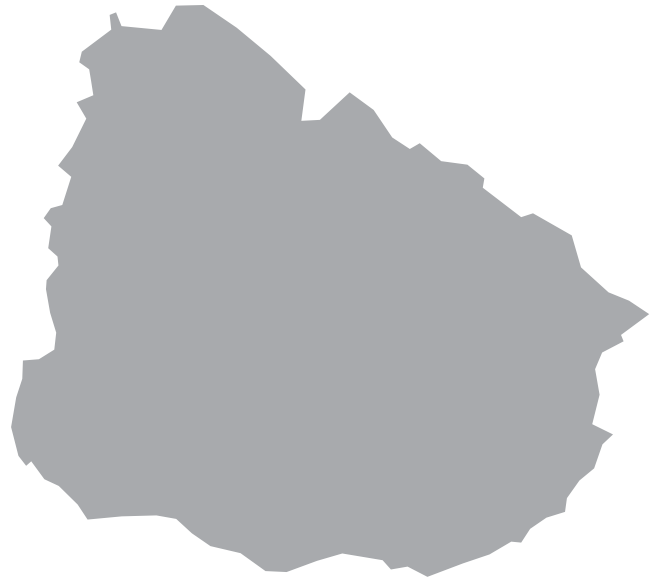
Sources:

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Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Uruguay are engaged in the worst forms of child labor. As noted in the data table above, the 2009 National Child Labor Survey conducted by the National Statistical Institute of Uruguay found that 6.1 percent of children ages 5 to 14 were working, with the highest rates of children working in the services sector.(2) This statistic covers children below the legal working age and includes both hazardous and non-



hazardous activities. Still, the National Child Labor Survey found that 8.5 percent of children ages 5 to 17 in Uruguay are engaged specifically in hazardous work.(3){ILO-IPEC and National Statistical Institute of Uruguay, 2011 #25} Although the survey does not report sector-specific hazards, the most common hazards reported by children were working with tools and machines and carrying heavy loads.(3)

The National Child Labor Survey revealed that hazardous work is more common in rural areas than urban areas. In rural areas, the most common hazardous occupational categories in which children engage are farming (including the raising of livestock), fishing and forestry (63.4 percent of all children working in hazardous occupations).(3) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(4)

The Survey also found that in urban areas, the most common hazardous occupational categories in which children work are construction and manufacturing (29.7 percent of all children in hazardous work) and in sales and services as unskilled workers (24.2 percent of all children in hazardous work).(3) In urban areas, children are engaged in street vending, car washing, garbage collecting and begging.(5) Children working on the streets are vulnerable to severe weather, traffic accidents and crime.(6)

Children also work in domestic service and in the mining sector.(3, 5) Children employed as domestics may work long hours and are isolated in private homes, where they are susceptible to physical and sexual abuse.(7)

Commercial sexual exploitation of children occurs in Uruguay, including child prostitution and pornography.(5, 8) Uruguay is a source and transit country for trafficking in persons, including children. Most trafficking of minors is internal, with minors being trafficked within Uruguay to border and tourist areas for the purpose of sexual exploitation.(9)

Laws and Regulations on the Worst Forms of Child Labor

The Code for Children and Adolescents sets the minimum age for employment at 15. Light work that does not prejudice a child's school attendance is permitted for children between ages 13 and 15.(10) Government officials must authorize work by children under age 18.(10) Education is compulsory and free through secondary school, which is approximately age 15.(5, 11)

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Resolution 1012/006 establishes numerous activities and sectors considered hazardous for children under age 18. Activities identified as hazardous include work that could negatively affect children's musculo-skeletal and neurological development, cause accidents or lead to cancer.(12) Sectors named hazardous include agriculture, domestic service, garbage collection and street vending.(12) However, research did not identify penalties for violations of the resolution. Decree 321 describes hazards in the agricultural sector, lays out the steps to be taken to mitigate risks and specifically prohibits children under age 18 from engaging in hazardous activities in agriculture. The Decree also calls for the application of penalties in cases of infractions.(13)

The Institute for Adolescents and Children (INAU) is the lead agency on children's issues in Uruguay and has primary responsibility regarding child labor issues. INAU is responsible for assisting children who are found engaging in illegal work in the informal sector. The Committee for the Eradication of Child Labor (CETI) then coordinates efforts between law enforcement bureaus and NGOs to develop a plan of action with the affected children and their families.(14)

Uruguay's Constitution prohibits forced labor and debt bondage.(11) The law also forbids the commercial sexual exploitation of children, including pornography and prostitution.(15) The Migration Act comprehensively prohibits the trafficking of persons in or out of the country for the purposes of forced labor or sexual exploitation. The law also lists trafficking of children as an aggravating circumstance.(16) It is illegal to enlist anyone under age 18 into the armed forces.(17)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Labor and Social Security (MLSS) chairs CETI, which coordinates responses to child labor issues. The Committee is composed of government agencies, industry and labor groups and NGOs.(18) During the reporting period, CETI provided training regarding the issue of commercial sexual exploitation of children to border agents, police, Ministry of Labor officials and NGO representatives.(19) In addition to CETI, the Government also operates a National Committee for the Eradication of Commercial and Non-Commercial Sexual Exploitation of Children.(5) This Committee did not hold any trainings during the year, and it is not clear whether it engaged in other activities.(19)

INAU operates a hotline to receive complaints about child labor, which reportedly receives very few complaints on the subject. However, INAU does not keep up-to-date statistics on child labor cases, which complicates data collection and follow-up.(5)

In 2011, INAU had 10 inspectors, an increase of three inspectors from 2010. Inspectors receive training on child labor issues.(5) INAU inspectors conducted 1,570 inspections during 2011 and found 89 instances of child labor. The children involved were assisted by INAU social workers.(5) It is unclear whether MLSS applied penalties in these particular cases. INAU inspections are also largely confined to Montevideo, although the new National Child Labor Survey indicates that most child labor occurs in rural areas.(3, 5)

MLSS, as the agency responsible for labor inspections, also has responsibilities related to the enforcement of child labor laws. When MLSS receives a complaint regarding child labor, via its hotline or through any other means, it shares this information with INAU which then may investigate and assist the children that might be affected.(5) Still, MLSS is responsible for assessing any penalties associated with labor violations including child labor.(14) Accordingly, INAU also coordinates the results of its investigations with MLSS.(14) However, MLSS classifies calls under child labor only if the phrase is specifically mentioned, which may result in misclassification of child labor cases.(5)

There are 140 MLSS inspectors. MLSS officials indicate that they have sufficient funding for completion of their duties. MLSS inspectors conducted a total of 42,000 inspections during 2011.(5). Although INAU reported finding cases of child labor, no information was available on the number of child labor violations found or sanctions imposed as a result of MLSS inspections.

The Ministry of the Interior (MOI) investigates both child trafficking and the commercial sexual exploitation of children. The Government also has two judges and two public prosecutors who operate a Specialized Court for Organized Crime.(5, 20) These individuals have the responsibility to carry out investigations regarding all manner of organized crime, including the use of children in narcotics operations, the trafficking of children and the use of children for commercial or sexual exploitation, and they can mandate police investigations of such crimes.(5, 20) Law enforcement agencies meet on a bimonthly basis to strategize on responses to trafficking in persons cases.(5)

Children identified as victims of the worst forms of child labor as part of an MOI investigation can be placed under the protection or custody of INAU.(5, 20) Generally, it takes 1 to 2 years to resolve a case involving the commercial or sexual exploitation of children and before penalties called for in the law are applied in practice. During 2011, the Government investigated 40 cases of child prostitution and secured 1 conviction.(5, 14)

Government Policies on the Worst Forms of Child Labor

Research found no evidence of a comprehensive policy to combat the worst forms of child labor. The interdepartmental National Committee for the Eradication of Commercial Sexual Exploitation of Children, led by INAU, has a national plan of action against the commercial sexual exploitation

of children.(5) The goals of this plan include strengthening victims' rights, improving protection measures for victims and witnesses, keeping children in school, reintegrating those children who had previously left school, and developing alternative income strategies for families. The Committee's 2010 proposal to send three teams of victim services experts to various regions of the country to provide assistance in cases of commercial sexual exploitation had not received final approval as of the end of 2011.(5)

In 2011, MLSS and the Ministry of Social Development finalized a national plan of action to combat child labor in garbage dumps. The plan includes specific projects that involve education, health, housing and law enforcement agencies.(5) As part of the plan, CETI will collaborate with other countries in the region to exchange good practices to address this worst form of child labor.(5)

The Government of Uruguay and other MERCOSUR countries are carrying out the Southern Child (*Niña Sur*) Initiative to defend the rights of children and adolescents in the region. The Initiative includes public campaigns against commercial sexual exploitation, trafficking, and child labor; mutual technical assistance in raising domestic legal frameworks to international standards on those issues; and the exchange of best practices related to victim protection and assistance.(21-23) During the reporting period, MERCOSUR member countries met to discuss violence against children, child trafficking and commercial sexual exploitation of children.(24) The countries also collaborated on an awareness-raising campaign on combating exploitative child labor during the year.(5)

Uruguay is a member of the Joint Regional Group for the Americas. The Joint Group, whose members also include Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Peru, Suriname, Uruguay and Venezuela, conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America.(25, 26) The Joint Group met in April 2011 in Quito to discuss efforts and advances in combating child sex tourism.(27)

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

As noted above, during the reporting period the National Statistical Institute of Uruguay, in collaboration with ILO-IPEC, publicly released results of their 2009-2010 National Child Labor Survey.(3)

During 2011, CETI organized workshops and training for inspectors and social workers on the steps to take when encountering children who are involved in exploitative work.(5) Uruguay also participated in a Spanish-funded regional project to combat child labor in Latin America.(28)

Uruguay's Institute for Social Security operates a conditional cash transfer program, known as Family Allocations, for working families with children and families in need. The program provides cash benefits to families, who are then expected to ensure that their children attend school and receive

medical services.(29) There are currently no studies on the impact of this program on child labor.

Although the Government is planning efforts to assist children working in garbage collection, which occurs mainly in urban areas, research found no evidence of any existing or planned programs to assist working children in any other sectors. Considering that the recent child labor survey showed that most hazardous labor by children occurs in rural areas, existing programs are insufficient.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish penalties for violations of Resolution 1012/006.	2010, 2011
Coordination and Enforcement	Institute systematic recordkeeping of child labor cases at the INAU.	2009, 2010, 2011
	Provide more comprehensive guidelines for MLSS hotline operators to allow for the proper classification of calls regarding child labor.	2011
	Increase the number of inspections in rural areas.	2011
Policies	Adopt a national plan of action to address the worst forms of child labor.	2010, 2011
	Approve and enact the National Committee on Child Sexual Exploitation's proposal to send expert teams to the field to assist with cases of child sexual exploitation.	2011
Social Programs	Assess the impact of the Social Security Bank's Family Allocations conditional cash transfer program on child labor.	2011
	Institute programs to provide assistance to child laborers, including children in hazardous agricultural work.	2010, 2011
	Assess the impact that existing programs may have on addressing child labor.	2011

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In 2011, Uzbekistan made no advancement in efforts to eliminate the worst forms of child labor. Although the Government created an Interagency Working Group to combat child labor, it failed to enforce legislation prohibiting the worst forms of child labor in the production of cotton. Authorities again closed schools and mobilized children to work in the annual autumn cotton harvest to meet Government-mandated harvest quotas.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	4.3 (244,095)
Attending School	5-14 yrs.	84.1
Combining Work and School	7-14 yrs.	5.0
Primary Completion Rate		92.9

Sources:

Primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Uzbekistan are engaged in the worst forms of child labor, primarily in the annual cotton harvest.(3) Each spring, during the pre-harvest season, children work long hours sowing cotton(4, 5) followed by weeding through the summer months.(6) During the autumn harvest, children, estimated to number in the hundreds of thousands, continue to be forced to work due to a governmental system that requires local administrators and farmers to meet cotton harvest quotas.(3-5, 7-12) In 2011, local administrators in some regions, including the Ferghana Valley, made a special effort to keep students in school and out of the fields during the harvest.(3, 13, 14) However, in many regions, local officials continued to close schools for four to eight weeks during the harvest and forced children to pick cotton to reach the mandated quotas.(3, 5, 7, 8, 15, 16) Some reports indicate that university students and students in higher grades are sent to the fields first, with younger primary school students sent to harvest cotton later as labor demands increase. Reports indicate that children as young as age 10 are eventually forced into the fields.(7, 8, 10, 12, 14, 16-19)

While sowing and harvesting cotton, some children do not have access to sufficient food and clean drinking



water.(4, 5, 7, 8, 17) Children may resort to drinking water from irrigation drainage canals, which sometimes results in intestinal and respiratory infections, meningitis or hepatitis.(4, 7, 20, 21) In addition, children are paid little if at all, and may have their wages withheld.(3, 4, 10, 17) They work long hours, carrying heavy loads, in extreme temperatures and some suffer from heatstroke.(4, 7, 8, 12, 17) Children forced to work in cotton miss weeks of school every year, which may negatively impact their learning.(3, 7) Students who refuse to participate in the cotton harvest risk receiving low grades or expulsion, and parents who complain may be threatened with or assessed fines.(3, 4, 9, 10, 12, 20, 22)

Children have been reported to be working in the cultivation of silkworms, although the extent of the problem is unknown.(4, 23, 24) Harvesting silkworm cocoons requires children to gather mulberry leaves to feed the worms at strict intervals seven times a day, working between 4 a.m. and midnight, which causes them to miss school and sleep.(23, 24) This activity may constitute forced labor as reports indicate that in previous years silk production has been driven by government quotas similar to those imposed for cotton.(4, 23, 24)

Children have been found working on the streets, although the extent of the problem is unknown.(5, 25) These children may be vulnerable to severe weather, traffic accidents and crime.(26)

There are reports that children are trafficked internally and abroad, primarily to destinations across Asia for the purpose of commercial sexual exploitation.(9, 27)

Uzbekistan

Laws and Regulations on the Worst Forms of Child Labor

The Labor Code of Uzbekistan and the Law on the Guarantees of the Rights of the Child, as amended in 2009, establish the minimum age for work at 16 and the minimum age for part-time light work at 15.(5, 28, 29) The Labor Code also prohibits hazardous labor for minors.(7)

	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	18
	Free Public Education	Yes

The Decree on Adoption of the List of Occupations with Unfavorable Working Conditions to Which it is Forbidden to Employ Persons under Eighteen Years of Age presents a list of hazardous activities forbidden for children younger than age 18.(5, 7, 30) This list specifically includes the manual harvesting of cotton. The Decree on Approval of Provision on Requirements on Prohibition of Use of Minors' Labor further bars employers from using children to work under a list of hazardous conditions. These include: working underground, underwater, at dangerous heights, with dangerous equipment, or doing work that requires lifting or moving heavy loads.(5, 31) This decree also grants authority to parents and labor inspectors to cancel the employment contracts of workers younger than age 18 if the work involved could endanger the child's health or well-being.(31)

The Constitution and the Labor Code prohibit forced labor,(7, 32) and the Criminal Code states that the forceful deprivation of liberty is punishable by a fine or imprisonment.(33) The Law on the Guarantees of the Rights of the Child prohibits the prostitution, trafficking,

and use of children for illicit activities.(29) The Criminal Code penalizes commercial sexual exploitation of children, including child prostitution and pornography.(33) The 2008 Law on Trafficking and the Criminal Code prohibit human trafficking.(33, 34)

On March 26, 2012, the Cabinet of Ministers adopted the Decree on Additional Measures for Implementation in 2012-2013 of ILO Convention 29 on Forced or Obligatory Labor, and ILO Convention 182 Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor. The Decree requires the Ministry of Labor and Social Security (MOL) to monitor cotton fields each year from August to October to ensure that children are not working.(35) Given prior government statistics on State Labor Inspection visits, it is not clear how the Decree alters the duties of the MOL.

According to the Law on Education, children have the right to free and compulsory education for 12 years, generally completed from ages 6 to 18. (25, 36) However, as noted above, in practice, many schools are closed for weeks or months during the annual cotton harvest, depriving children of this right.

Men are required to serve for 1 year in the military, with compulsory conscription at age 18.(37)

Institutional Mechanisms for Coordination and Enforcement

In March 2011, the Government established a tripartite Interagency Working Group (IWG), led by the MOL, to serve as a coordinating mechanism to address labor relations issues, including child labor.(13, 16, 38) Objectives of the IWG include reporting to the ILO on the Government's implementation of ratified conventions, preventing forced labor and protecting working minors.(13, 16, 38) Activities of the IWG, as detailed in their 2011 work plan, include a focus on the preparation of reports to the ILO including an inventory of relevant legislation and development of a draft Cabinet of Ministers' Resolution to introduce changes to legislation in accordance with ILO convention requirements. The IWG work plan also included training government and business representatives on labor law and protection of workers as well as disseminating labor law information to the public.(38)

The Government's Interagency Commission on Combating Trafficking in Persons is charged with overseeing efforts to combat trafficking. The Prosecutor General chairs the Commission, with representatives from other government

entities such as the Ministries of Labor and Social Security, Interior (MOI), Foreign Affairs, the National Security Service and the State Customs Committee.(27)

The MOL is responsible for carrying out labor inspections, including inspections for compliance with child labor laws.(5, 13) There is no recent publicly available information regarding the number of MOL labor inspectors across the country, or the number of annual inspections.(5, 13) The Government did not publish inspection data, but reported that no violations of child labor laws were found in 2010.(13) In 2011, the Government did not investigate, prosecute, or convict officials complicit in forced child labor during the cotton harvest.(27)

In contrast to previous years, UNICEF was allowed to observe the 2011 cotton harvest. However, UNICEF's limited observations were not designed to substitute for a comprehensive and systematic monitoring of the harvest. UNICEF has not made their findings available to the public.(3, 13, 14, 39, 40) The Government again refused to allow a high-level ILO tripartite mission to monitor forced child labor during the cotton harvest.(3, 7, 14, 17, 40)

The Prosecutor General's Office and the MOI are responsible for investigating and prosecuting criminal violations of worst forms of child labor laws, including trafficking and commercial sexual exploitation.(5, 13, 27) The MOI's Office for Combating Trafficking is charged with investigating crimes related to trafficking in persons, which may then be prosecuted by the Prosecutor General's office.(27) In 2011, the Government identified 76 child trafficking victims.(27) Although the Government investigated 951 criminal trafficking cases and prosecuted 444 cases that resulted in 417 convictions, data on trafficking cases were not disaggregated to indicate how many of those cases involved the trafficking of children.(27)

Government Policies on the Worst Forms of Child Labor

The Government's central policy on the worst forms of child labor and minimum working age was the National Action Plan for the Application of ILO Conventions 138 and 182 (NAP), adopted in 2008,(5, 7) which included a comprehensive set of activities to be undertaken through 2010.(41, 42) Research did not indicate that any NAP objectives were achieved.(5) The IWG was mandated to develop a new 2011 National Action Plan for Conventions 138 and 182, which was further elaborated in the March 2012 Decree.(27, 35, 38)

In March 2011, the Government approved a new plan for programs to address trafficking, replacing the National Action Plan to Increase the Effectiveness of Combating Trafficking in Persons that expired in 2010.(27, 41, 42) The plan established regional commissions to combat trafficking.(27)

The Government has other child-focused policies including the National Plan of Action on the Well-Being of Children 2007-2011, and the National Program on Improving Quality and Efficiency of Education 2008-2012.(41) The question of whether these policies have had an impact on the worst forms of child labor does not appear to have been addressed.

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

As part of the National Action Plan to Increase the Effectiveness of Combating Trafficking in Persons, the Government supports a shelter in Tashkent for trafficking victims, including children.(9, 27) The shelter provides medical, psychological, legal and other support services. The Government also supported an extensive awareness-raising campaign, which included programming targeting youth and trainings on trafficking issues.(27) The Government conducted a survey to gauge the public knowledge of trafficking risks and used the results to set new anti-trafficking goals.(27) Details were not available regarding the inclusion of child trafficking in the survey or awareness raising campaigns. The Government runs hotlines to report incidents of human trafficking.(27)

The Government of Uzbekistan, however, has not made efforts to implement other programs to combat the worst forms of child labor, especially for children forced to work in agriculture. The Government has not conducted research or made information available regarding forced child labor in the harvesting of cotton or silkworms.

The Government provides social protection programs such as family and child allowances.(43-46) The Government participates in a number of educational, health and livelihood programs implemented by international organizations.(44, 47, 48) The question of whether these programs have an impact on child labor does not appear to have been addressed.

Uzbekistan

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

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Strictly enforce legislation that prohibits children's forced involvement in the cotton harvest.	2009, 2010, 2011
	Invite the ILO or other credible third parties to systematically monitor cotton harvests.	2009, 2010, 2011
	Publish information on the number of labor inspectors and annual inspections.	2011
	Publish information on criminal investigations and convictions related to the worst forms of child labor and trafficking of children. Disaggregate data on trafficking statistics related to children.	2011
	Target labor and criminal inspections in areas where hazardous child labor is known to occur, especially in the agriculture sector.	2011
Policies	Cease the practice of closing schools and mobilizing children to work in the cotton harvest.	2011
	Assess the impact that existing child and education policies may have on addressing child labor, particularly in the agriculture sector.	2010, 2011
Social Programs	Expand programs to address the worst forms of child labor, with a particular focus on agriculture.	2009, 2010, 2011
	Conduct research on the prevalence and hazards of forced or exploitative child labor in the cultivation of cotton and silk worm.	2010, 2011
	Assess the impact that existing programs may have on addressing child labor.	2011

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Vanuatu

In 2011, Vanuatu made no advancement in efforts to prevent the worst forms of child labor. While there is no evidence of a problem, the Government lacks a complete preventive legal framework. Although Vanuatu continued to participate in the Decent Work Country Program and the Pacific Policy, Advocacy, Planning and Evaluation Program during the reporting period, there are no laws that establish a minimum age for hazardous work. Moreover, the absence of a compulsory age for schooling may increase the likelihood that children enter the worst forms of child labor.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	Unavailable
Attending School	5-14 yrs.	Unavailable
Combining Work and School	7-14 yrs.	Unavailable
Primary Completion Rate		83.4

Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in Vanuatu are engaged in the worst forms of child labor.

Laws and Regulations on the Worst Forms of Child Labor

The Employment Act establishes the minimum age for employment at 15. It permits children under age 12 to legally perform light agricultural work on farms owned and managed by a family member, although it does not define the term "light work."⁽³⁾ The Act prohibits children under age 18 from working on ships; however, with the permission of a labor officer, a child as young as 15 is allowed to work on a ship.⁽³⁾ The Act also prohibits children younger than 16 from working at night and provides restrictions on night work for children between ages 16 and 18.⁽³⁾ The Government has not established a minimum age for hazardous work, nor does it have a list of hazardous activities or occupations prohibited to children.^(3, 4)



	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	15
	Minimum Age for Hazardous Work	No
	Compulsory Education Age	No
	Free Public Education	Yes

The Penal Code prohibits the use, procurement or sale of a child for prostitution.⁽⁵⁾ It also prohibits the use, procurement and offering of a child for pornographic purposes.⁽⁵⁾ Together,

the Employment Act and the Penal Code prohibit slavery, forced or compulsory labor and trafficking.(3, 5)

Vanuatu has a free and universal education policy; however, in practice, school fees are a significant barrier to education.(6-8) There is no compulsory age for education.(4) The lack of standards in this area may increase the risk of children's involvement in the worst forms of child labor.(6, 9) Information was not available on whether there are laws regulating the use of children in illicit activities such as drug trafficking.

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

The National Children's Policy (2007-2011) created the National Children's Committee (NCC), charged with coordinating Government efforts to improve children's well-being, including eliminating the commercial sexual exploitation of children. The NCC is also responsible for monitoring child protection issues, and for creating a comprehensive and integrated agenda for children's rights.(10, 11).

The Labor Department is the primary federal agency responsible for enforcing provisions set forth in the Labor Code, including child labor laws. Most recent data from 2010 indicate that the Department employs four labor inspectors.(4)

The Government of Vanuatu, workers and employers established a Tripartite Labor Advisory Council in May 2011. The Council has an official mandate to provide recommendations and proposals for government policies on employment and labor issues.(12)

The Vanuatu Police Force is responsible for enforcing all criminal laws, including those regarding trafficking and commercial sexual exploitation. They also collaborate with the Customs, Immigrations and Labor Departments.(4) The Police Force employs 50 investigators.(4)

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

During the reporting period, the Government continued to implement the Decent Work Country Program (DWCP). The DWCP specifies the improvement of youth employment conditions as a priority and establishes the number and quality of labor inspection reports filed as measurement toward that goal.(13) Through the DWCP, the Labor Department has also requested financial assistance from the ILO to prepare new regulations on child labor and to translate the revised Employment Relations Bill into local languages.(13) The Government has also made labor law reform a key priority, and has drafted new legislation to replace the current Employment Act.(14)

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

The Government participates in UNICEF's Pacific Policy, Advocacy, Planning and Evaluation Program (PAPE). This regional Program supports the development of evidence-based social and economic policies promoting the rights of children.(15) PAPE also provides technical assistance for data collection on children's issues.(15, 16)

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Define "light work" in the legislation and establish a list of hazardous occupations and activities prohibited to children.	2009, 2010, 2011
	Establish a minimum age for hazardous work.	2009, 2010, 2011
	Establish a compulsory age for education that is consistent with the minimum age for employment.	2009, 2010, 2011
	Fully implement the existing policy of free education.	2009, 2010, 2011

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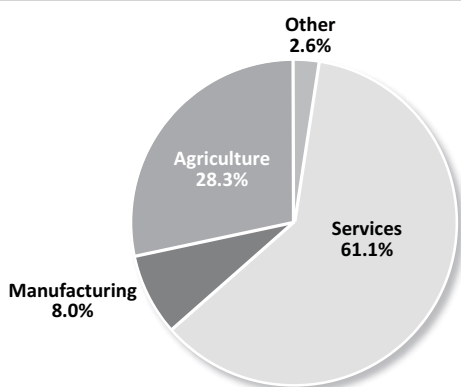
In 2011, Venezuela made no advancement in efforts to eliminate the worst forms of child labor. While the Government's current policies and programs aim to alleviate poverty and improve conditions for older working children, there is little evidence of initiatives to protect children from the worst forms of child labor in domestic service and commercial sexual exploitation. The Government collects some data on the prevalence and nature of the worst forms of child labor, but these data are incomplete and do not include data on young children. Venezuela also lacks a comprehensive list of hazardous work prohibited to children. Children in Venezuela continue to engage in the worst forms of child labor, including in dangerous activities in agriculture.



Statistics on Working Children and Education

Children	Age	Percent
Working	10-14 yrs.	5.1 (138,641)
Attending School	10-14 yrs.	96.0
Combining Work and School	10-14 yrs.	4.1
Primary Completion Rate		93.8

Working Children by Sector, Ages 10-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from HHS Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Venezuela are engaged in the worst forms of child labor, including in dangerous activities in agriculture.(3-6) Children, primarily boys, working in agriculture have been known to use dangerous tools, carry heavy loads and apply harmful pesticides.(3, 4) Girls work primarily as domestic servants, which causes them to often be isolated in private homes working long hours; they are also susceptible to physical and sexual abuse.(3, 6, 7)

According to a Venezuelan NGO, an estimated 15,000 children live on the streets in Caracas and other Venezuelan cities.(6) Street children in Venezuela sell flowers or other small merchandise, transport items, load merchandise or are forced to work as street beggars.(8, 9) These children often carry heavy loads and suffer from respiratory and skin diseases from exposure to unsanitary conditions on the street.(8)

Statistics from the Government of Venezuela in 2006 indicate that children are employed in the construction and industrial manufacturing sectors.(10) Children, especially girls, are trafficked to and from various Venezuelan cities for the purpose of prostitution.(11, 12) Children trafficked for sexual exploitation may be sent to urban areas, such as Caracas and Maracaibo, or to resort destinations, such as Margarita Island.(9)

Laws and Regulations on the Worst Forms of Child Labor

The Organic Labor Law (LOT) and the Organic Law for the Protection of Children and Adolescents (LOPNA) set the minimum age for work at 14.(13, 14) The LOT allows children from age 14 to 16 to work only with the consent of their legal guardian.(14) It also establishes that children from age 12 to 14 can work with authorization from the National Institute for Minors if their education is guaranteed and the work is commensurate with their physical abilities.(14) The Constitution and the Organic Education Law mandate compulsory primary and secondary education.(15, 16) Children attend compulsory schooling from approximately age 6 until age 17.(17) The LOPNA guarantees free education for all children and adolescents.(13)

	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	14
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	17
	Free Public Education	Yes

The LOT also establishes other measures that regulate the employment of minors, including mandatory pre-employment and periodic health screenings, limits on the number of working hours and conditions of remuneration.(14) Under the LOT's provisions, children who work as street vendors must carry an identification card that indicates the name of the school they attend as well as their school's hours.(14)

The LOT prohibits minors under 18 from working in mining; welding; on ships; and in other dangerous activities that endanger their lives or health, threaten their intellectual or moral development or delay their physical development.(14, 18) Venezuelan law does not provide a

comprehensive list of hazardous occupations prohibited to children.

The National Constitution and the LOPNA prohibit forced labor, debt bondage, slavery and trafficking of persons, including of children.(13, 15) The LOPNA forbids all forms of sexual exploitation and states that the Government must offer free assistance to children who have been victims of such acts.(13) The Special Law against Computer Crimes prohibits electronic pornography involving children, while the LOPNA makes it illegal to photograph or videotape minors for pornographic scenes.(13, 19) Venezuelan law also forbids solicitation for the prostitution and the corruption of minors, with penalties depending on the severity of the crime.(6) The law also provides additional penalties for those who involve children in the production and trafficking of illicit drugs.(20)

Venezuela does not have compulsory recruitment into the armed forces, and the minimum age for voluntary recruitment is 18.(21, 22)

Institutional Mechanisms for Coordination and Enforcement

The System for the Protection of Children and Adolescents is charged with coordinating and protecting children's rights and addressing child labor issues. The system is made up of several government ministries, councils and representatives from civil society.(13)

The Ministry of Popular Power for Labor and Social Security (MINPPTRASS) enforces labor laws, including child labor laws.(23, 24) Although the Government has stated that the National Institute for Prevention, Safety and Health at Work and MINPPTRASS carry out child labor inspections in the formal and informal business sectors, there was no publicly available information regarding the number of inspections conducted or the sanctions applied during the reporting period.(25)

Cases of trafficking in persons are handled by the Ministry of Popular Power of the Interior and Justice (MPPRIJ)'s Criminal Investigative Division and by the MPPRIJ's Scientific, Penal and Criminal Investigative Corps (CICPC).(23) The CICPC is also responsible for enforcing laws related to sexual exploitation and other illicit activities.(23) During the reporting period, the Government investigated and made arrests in a small number of trafficking cases involving the forced prostitution of women and children, but there was no publically available information on the number of convictions for trafficking or the commercial sexual exploitation of children.(9, 23)

Government Policies on the Worst Forms of Child Labor

The Simón Bolívar First Socialist Plan (2007-2013) is an economic and social development roadmap to eradicate extreme poverty by improving access to health care, education and housing.(26) There is no evidence that the impact of this Plan on the worst forms of child labor has been evaluated.

The Government of Venezuela and UNICEF launched a Plan of Action 2009-2013 for children and adolescents that focuses on education, violence prevention and children's rights protection.(27) While the Plan does not specifically target child labor, it does highlight the paucity of child labor data and identifies child labor indicators as one of its evaluation and monitoring components.(27) Although the Government's National Statistical Institute conducts household surveys that include questions about child labor for children age 10 and older, these surveys provide no data on labor by children ages 5 to 9.(28)

The Government reports adopting a national plan to prevent, combat and sanction the trafficking of persons, and to assist victims, which includes as an objective the rehabilitation of child victims of commercial sexual exploitation.(29) Details of the plan or information on measures taken to implement it during the reporting period were not made publicly available.(29)

Venezuela continued its participation in MERCOSUR's Southern Child Initiative and the Regional Action Group for the Americas.(30, 31) The Southern Child Initiative aims to defend the rights of children and adolescents in the region by raising awareness about the commercial sexual exploitation of children, improving country legal frameworks and exchanging best practices.(32) During the reporting period, MERCOSUR member countries met to exchange good practices on policies

to protect children and adolescents.(33) Venezuela is a member of the Joint Regional Group for the Americas, which conducts child labor prevention and awareness-raising campaigns in tourism; its other members include Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Paraguay, Peru, Suriname and Uruguay.(31)

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

Efforts to improve working conditions for child workers continued through the Government's Program to Dignify Working Children and Adolescents (PRODINAT). PRODINAT aims to eradicate exploitative working conditions and establish businesses in which children above the legal working age may work in healthy and safe environments.(34) For example, PRODINAT led to the establishment of the Frutinats production facility, which employed approximately 25 adolescents from age 14 to 17 during the reporting period to extract fruit pulp.(23, 34, 35) The adolescents working at Frutinats continued to attend school or to receive formal education through various programs.(35) Since PRODINAT's launch in 2008, the Program has helped at least 427 young workers.(25)

The Government also operates a network of social programs called Social Missions, which aim to address poverty and related issues.(23) One of the objectives of the Negra Hipólita Mission is to rehabilitate and socially integrate street children and child and adolescent victims of the worst forms of child labor, including children working in garbage dumps.(22, 36) The Children of the Barrio Mission works with at-risk and under-privileged children, including child laborers.(37)

Research did not identify any programs targeting children in other worst forms of child labor, particularly in domestic service and commercial sexual exploitation.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Develop a comprehensive list of hazardous occupations and activities prohibited to children.	2009, 2011
Coordination and Enforcement	Make information publicly available on enforcement of child labor, human trafficking and other laws related to the worst forms of child labor.	2009, 2010, 2011
Policies	Assess the impact of the Simón Bolívar First Socialist Plan in addressing the worst forms of child labor.	2009, 2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Policies	Conduct additional surveys on the worst forms of child labor, particularly in agriculture, domestic service and commercial sexual exploitation, and make the results publicly available.	2010, 2011
	Ensure that child labor surveys cover all children under age 18.	2010, 2011
Social Programs	Expand existing programs and develop additional programs targeted to children involved in the worst forms of child labor, particularly in agriculture, domestic service and commercial sexual exploitation.	2009, 2010, 2011

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Yemen

In 2011, Yemen made no advancement in efforts to eliminate the worst forms of child labor. Although the Government partnered with UNICEF to identify and provide vulnerable children with temporary schools, gaps in laws, enforcement, policies, and programs to combat child labor grew during the reporting period. In efforts to respond to internal unrest, the Government diverted funding from key ministries that have a role in addressing the worst forms of child labor. Laws on the minimum age for work are contradictory, inspectors report a lack of resources for inspections and the child labor policy has not been implemented for more than 5 years. In addition, the Yemeni army continued to recruit and use children in combat roles in the country's internal conflict. Non-state groups likewise use children in this role. No evidence was found of government efforts to end the recruitment of children or provide demobilization and rehabilitation services to children. In addition to child soldiering, children in Yemen continue to engage in other worst forms of child labor, in particular they perform dangerous tasks in the fishing industry and agriculture.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	15.4 (978,915)
Attending School	5-14 yrs.	58.5
Combining Work and School	7-14 yrs.	12.7
Primary Completion Rate		63.2

Sources:

Primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2006.(2)

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Yemen are engaged in the worst forms of child labor in dangerous activities in the fishing industry and agriculture, and in armed conflict.(3-7) Children, chiefly boys, engage in dangerous agricultural work activities around the production of *qat*, a mild narcotic legal in Yemen, and in the production of cereals, fruits and vegetables.(5, 7, 8) Through this work, they are exposed to pesticides, injuries related to the usage of tools and machinery, excessive working hours and heavy equipment.(5, 7) Children, primarily boys, also work



in fishing along Yemen's coastline, in which they are exposed to extreme temperatures, dangerous tools and the risk of drowning.(6, 8)

Children are engaged in dangerous work in rock quarries and mines.(5) They also work in welding and glass shops, where they are subject to injury from tools and equipment.(5) Some children work in construction, where they risk injuries from stone cutting.(5) Others work in auto shops where they carry heavy loads, risk falls and physical injuries, including burns and respiratory problems from inhaling fumes.(5) Children working in waste dumps are exposed to numerous health risks, including bodily injury, disease and parasite infections, tetanus, and food poisoning.(9) Street children are at risk of violence, traffic accidents, exhaustion from long working hours, exposure and addiction to drugs and psychological abuse.(9)

Children, primarily girls, work in domestic service in which they face long hours of work, the inability to leave their employer's home, as well as physical and sexual abuse. Children who work in restaurants also are at risk of sexual abuse.(5)

Yemeni children are trafficked to Saudi Arabia for commercial sexual exploitation, forced labor and the smuggling of *qat*, which is illegal in Saudi Arabia. Once in Saudi Arabia, these children are exposed to a variety of dangers, including work as *qat* vendors and beggars, and are at risk of commercial sexual exploitation.(10-12) Some Yemeni children in transit to Saudi Arabia have reportedly been abducted by Yemeni rebel groups to serve as combatants.(13)

There are reports of rural children who are trafficked within Yemen to hotels in Aden, Sana'a, Taiz, Hudeidah, and other cities for commercial sexual exploitation.(11, 13) Citizens from Saudi Arabia and other Gulf countries further fuel the demand

for commercial sexual exploitation of children in urban areas.(11) Saudi tourists marry Yemeni girls in fake marriages, which can last up to a few months before the tourist deserts the girl and returns to his country or takes her back to Saudi Arabia where she is subjected to sex trafficking or abandonment on the streets.(12-14) Children are also trafficked internally to Aden and Sana'a for forced labor, domestic service, begging, street vending, and to work as unskilled laborers.(11)

Children in Yemen are vulnerable to recruitment and engagement in the ongoing civil conflict.(3, 4) During the reporting period, children were observed in the ranks of the Central Security Forces, Republican Guard and the First Armored Division.(15, 16) Both the Yemeni army and tribal-based factions continued to recruit and deploy children as soldiers and spies in internal struggles in the north and south.(17-20) Although determining precise ages is a problem due to the low number of birth registrations, reports have indicated that military units have recruited children as young as age 11.(15)

Access to education in Yemen remains a serious problem. According to UNESCO's 2011 Education for All Report, net primary enrollment rates in Yemen's schools are among the lowest in the region.(21, 22) Poor rural girls are the most vulnerable to early drop out.(23)

In June 2011, CHF International reported that the internal conflict further reduced enrollment rates through the premature closure of schools at the end of the academic year; many children have yet to return to school due to high levels of violence, the nonexistence or destruction of school buildings, and the takeover of schools by pro-government and anti-government forces and internally displaced persons in the south.(8, 24) Furthermore, a recent study by Oxfam reported that a significant number of households admitted to pulling their children out of school and putting them to work due to household economic and food security concerns.(25)

Laws and Regulations on the Worst Forms of Child Labor

Law No. 45 on Child Rights sets the minimum age for employment at age 15.(12, 26) Labor Law No. 5 (1995), however, does not specify any minimum age for employment, but simply defines a working child as a person under age 15.(27, 28) It also sets a maximum number of hours for working children under age 15 at 7 hours a day and 42 hours a week, and establishes a minimum age for hazardous work at age 15, prohibiting children under that age from engaging in arduous work, work in harmful industries or work that is socially damaging.(27-29) In October 2010,

Parliament considered an amendment to the minimum age for employment law that, if passed, would require employers to get written consent from a parent or guardian before employing someone under age 15.(8) However, during the reporting period, the ongoing political turmoil in the North and South, and resulting from the Arab Spring, stalled the passage of the law.(8) Even if these protections passed, however, Labor Law No. 5 does not comply with international standards on the minimum age for employment.

	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	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Law No. 45 on Child Rights, meanwhile, requires that all working children ages 15 and up have a formal contract and medical coverage, and stipulates that they should not work more than 6 hours a day.(27) Ministerial Decree No. 56 (an amendment to Law No. 45) includes a list of hazardous work which identifies 57 types of jobs banned to children under age 18.(26, 27)

The three aforementioned laws contradict one another and it is unclear which law takes precedence.(30)

Ministerial Order No. 56 (2004) prohibits the use of children under age 18 in pornography, forced labor, illicit activities and human and drug trafficking.(31) Both the Child Rights Act and Ministerial Order No. 56 prohibit the incitement of a child into prostitution.(27, 31) Ministerial Order No. 56 stipulates prison sentences for those who force children into prostitution.(31)

The Child Rights Act and Ministerial Order No. 56 prohibit the involvement of children in armed conflicts.(12, 31) Yemen

does not have compulsory military recruitment, and the voluntary recruitment age is age 18.(12, 32)

Education is compulsory and free from age 6 until the age of 15.(12, 33) However, cultural norms and a lack of access deter enrollment among children from poor rural areas.(34) Gender inequity in Yemen is apparent in the public schools, with almost half of all boys attending and slightly more than 25 percent of girls enrolled in secondary school, according to a recent Save the Children Sweden study.(12)

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee to Combat Child Labor coordinates child labor issues in Yemen. This committee consists of representatives from the Ministry of Social Affairs and Labor (MOSAL), the Higher Council for Motherhood and Childhood (HCMC), the Chamber of Commerce, ILO-IPEC and local NGOs.(35) The last Steering Committee meeting, held in September 2011, focused on how to secure future funding to combat child labor.(36)

The MOSAL's Child Labor Unit (CLU), the Ministry of Interior (MOI) and the Ministry of Justice (MOJ) are all responsible for the enforcement of child labor laws.(37) The MOSAL's CLU conducts inspections and informs the MOI of any violations.(37) The police conduct investigations of cases brought to the MOI, and the MOJ prosecutes and adjudicates. Research was unable to determine the number of inspections or child labor violations found during the reporting period. Inspectors indicate they lack adequate finances to conduct their work, including for traveling outside of urban areas.(37) According to Ahmad al-Qurashi, Chairman of the local NGO Seyaj Organization for Childhood Protection, a reputable Yemeni child protection NGO, the Government had to severely cut funding for child labor work.(8) Work related to child labor at MOSAL and other national government entities was extremely limited over the reporting period.(38)

The Technical Committee on Combating Child Trafficking (TCCCT), comprised of the Higher Council of Motherhood and Childhood, relevant ministries, the UN and local NGOs, coordinates efforts to combat child trafficking and smuggling.(11)

The Ministry of Human Rights, MOJ, the Ministry of Legal Affairs, Parliament and the Social Fund for Development (SFD) all have supporting roles in combating child trafficking.(11) However, nearly all ministries have had their funding severely curtailed in order to fund attacks against global tribal insurgencies in the North and the South, which

has hindered the Government's efforts to combat child trafficking.(11, 36, 38)

Research found no information on the number of arrests, investigations and prosecutions for offenses related to the worst forms of child labor, including trafficking.

Despite legislation that stipulates army recruits must be age 18, both government and tribal forces have systematically violated the law.(12, 39) The Government reportedly turns a blind eye to the falsification of child recruits' ages on formal documentation.(18, 40) A retired general recently revealed that under the Saleh regime, child orphans and runaways were systematically targeted to join the army.(18) Research has not identified any instances of arrests or prosecutions for use of children in armed conflict.

Government Policies on the Worst Forms of Child Labor

In 2005, the National Policy and Program Framework for the Eradication of Child Labor and Elimination of its Worst Forms was developed by the MOSAL, the ILO-IPEC and the Higher Council for Motherhood and Childhood (HCMC).(27) Although the Government has had a comprehensive child labor policy, its implementation has been delayed by more than 5 years due to a lack of funds and poor coordination.(27)

A National Strategy for Addressing Trafficking in Persons was ratified by the Council of Ministers in 2009; research did not reveal any information on its implementation.(11)

The third Social Economic Development Plan for Poverty Reduction (SEDP) (2006-2010) expired in 2010. Research found no evidence to indicate that the planned fourth SEDP, which was designed to put an increased focus on child protection, was adopted.(41, 42)

Co-led by MOSAL and UNICEF, a group of child protection stakeholders formed the Child Protection Sub-Cluster (CPSC) in 2009 to address the impacts of the internal strife between government forces and tribal combatants in the North and the South on Yemen's children.(43) The primary responsibilities of the CPSC are to report on child rights violations, assess risks and trends faced by children in the crisis, build capacity among civil society organizations responding to children's needs, and coordinate child protection working groups in all conflict affected areas.(43) Reports indicate that the Government acknowledges the use of child soldiers and is committed to addressing the problem.(15, 16) However, there is no information on the current status of CPSC efforts and no evidence of other government policies to address the issue of children involved in armed conflict.

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

Years of tribal clashes, separatist movements and the recent “Arab Spring-inspired” movement calling for social and political change and the deposition of President Ali Abdullah Saleh, has devastated Yemen’s already fragile political, social and economic fabric. Today, levels of childhood malnutrition in areas of Yemen are among the worst in the world, yet food prices continue to rise and most donors continue to scale back funding or close down operations in Yemen.(25, 36, 44)

Despite this situation, there have been some efforts to address the worst forms of child labor in the country. The USDOL-funded \$3.5 million project to combat child labor through education in Yemen (2008-2011), which collaborated closely with the Government, ended during the reporting period. Over the life of the project, 7,675 children working or at risk of working in hazardous agriculture and fisheries, trafficking, and urban street jobs received educational and vocational training services.(36, 45) In 2011, the program conducted trainings on child labor among volunteers and religious leaders, and meetings with the Community Leadership Committees, all of whom are committed to continue the work of the project upon its closure.(38) The program successfully provided all youth graduates of vocational training programs with tool kits; several vocational training graduates subsequently acquired internships with local businesses.(36, 38) The program received formal endorsement by the Ministry of Technical Education and Vocational Training and will likely be duplicated among other vocational training youth.(36) Despite this program’s success, by the end of the project in September 2011, 502 of the withdrawn children were re-engaged in work, apparently due to the hardship brought upon them by the internal conflict and the related economic crisis.(38)

In recent years, the Government’s Central Statistics Organization collaborated with the ILO-IPEC, UNICEF and the SFD on a child labor survey, the results of which were to be disseminated in 2011. However, due to the political upheaval and conflict, the ILO-IPEC suspended its operations and UNICEF and the SFD curtailed its activity in Yemen, and the data have not yet been released.(36)

Members of the CPSC have advocated to cease the recruitment of children for combat. Local NGOs also launched a campaign with the slogan, “No to Recruitment of Children.”(46) The campaign strives to raise the awareness among families and communities about protecting children from armed conflict.(46) Despite efforts to raise awareness on the recruitment of children into armed combat, the Government

has no disarmament, demobilization and reintegration programs for affected children.

The Government, in collaboration with UNICEF and NGOs continued to operate two reception centers in Sana’a and Haradh for the rehabilitation of child labor trafficking victims.(13) A government-affiliated NGO maintains a registry to track trafficked children returning from Saudi Arabia, although this reportedly only captures a small number of such victims.(11) Efforts to combat trafficking in persons in Yemen are hampered by lack of government funding.(15, 47)

In an effort to assess child vulnerability trends in response to the crisis, in June 2011, the Ministry of Education partnered with UNICEF to launch a social protection monitoring system that routinely collects household data.(46) The findings led to the assistance of 124,392 out-of-school children in the south through the establishment of temporary schools. Members of the CPSC, including the MOSAL, are currently designing a plan to send out-of-school children back to school while assuring their protection.(46) Despite these efforts, programs to get out-of-school children into temporary learning facilities or to their newly rehabilitated schools are lacking.

The SFD, created in 1997, works with various ministries to achieve poverty reduction through economic and social development in Yemen.(48) Special needs groups, including child laborers and street children, are targeted under the SFD for social protection and education programs in partnership with the Ministry of Education, the MOSAL and the Ministry of Planning and International Cooperation.(49) SFD has built the capacity of the government and NGOs to implement programs such as the improvement of centers for street children and the development of safe child health and educational services.(49) Phase IV of the SFD, 2011 through 2015, received significant funding (\$153 million) from the UK’s Department for International Development (DFID).(50)

The Government’s Social Welfare Fund (SWF) cash transfer program, created to shield low-income households from price and income shocks, currently reaches almost 1 million poor and vulnerable Yemeni households.(51) Among other services, the SWF provides beneficiaries with vocational skills and economic opportunities, including small and micro-enterprise development, in order to eventually graduate from the cash transfer program.(51) DFID provided support of up to \$2.3 million in direct cash transfers for 10,000 chronically poor and food-insecure households during the reporting period.(52) Due to the security situation, DFID has scaled down its operation in Yemen. It is unclear whether this program continues to operate at its full capacity.(53)

The Ministry of Youth collaborates on a Middle East Partnership Initiative (MEPI) project on business training for high school youth, which may encourage decent work for youth and reduce their vulnerability to worst forms of child

labor. One such project targets youth in Sana'a and Aden for business training, internships and innovative challenges.⁽⁵⁴⁾ The issue of whether these social protection programs have an impact on child labor does not appear to have been addressed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend Ministerial Decree No. 56, Labor Code No. 5, and Law No. 45 on the Rights of the Child (Child Rights Law) to address inconsistencies in the minimum age for work and hazardous work, and to define and administer sanctions on hazardous work violations.	2009, 2010, 2011
Coordination and Enforcement	Ensure there is sufficient funding for inspections to be carried out throughout the country and that inspections are targeted in the sectors where the worst forms of child labor and trafficking are prevalent.	2009, 2010, 2011
	Record and make public the number of inspections, investigations, arrests and prosecutions for child labor and trafficking related offenses.	2010, 2011
Policies	Discontinue the use of children in armed conflict and institute criminal penalties for violations of the law.	2009, 2010, 2011
	Reevaluate and implement the National Policy and Program Framework for the Eradication of Child Labor and Elimination of its Worst Forms.	2009, 2010, 2011
	Make public information on the implementation of the National Strategy for Addressing Trafficking in Persons.	2011
	Implement the fourth Social Economic Development Plan for Poverty Reduction, focusing efforts on increased child protection.	2011
Social Programs	Make removal of children involved in armed conflict a government policy priority.	2011
	Conduct research on the worst forms of child labor, including trafficking, domestic servitude, and commercial sexual exploitation of children in Yemen.	2011
	Implement a disarmament, demobilization and rehabilitation program for children recruited into armed conflict.	2011
	Increase funding to vulnerable out-of-school youth in order to get them back into temporary or full-time learning centers.	2011
	Evaluate social protection programs to determine whether they have had an impact on reducing child labor.	2011

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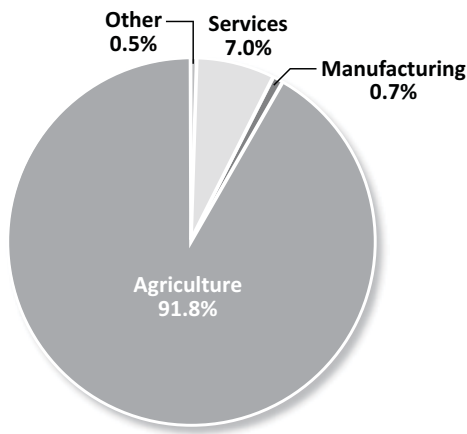
Zambia

In 2011, Zambia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government launched its Child Labor Policy and released its Labor Force Survey in 2011. However, data regarding child labor has yet to be released in a separate report. In addition, there continues to be a lack of enforcement of child labor laws and limited budgetary and human resources dedicated to eliminating the worst forms of child labor. The Government has yet to adopt into law the draft statute on hazardous forms of child labor. Education is not mandatory, leaving children under age 15, who cannot work legally, vulnerable to the worst forms of child labor. Children continue to work in dangerous conditions in agriculture and in mining.

Statistics on Working Children and Education

Children	Age	Percent
Working	5-14 yrs.	28.1 (992,722)
Attending School	5-14 yrs.	65.2
Combining Work and School	7-14 yrs.	27.6
Primary Completion Rate		103.3

Working Children by Sector, Ages 5-14



Sources:

Primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis of statistics from LFS Survey, 2008.(2)



Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Zambia are engaged in the worst forms of child labor, primarily in dangerous activities in agriculture and mining.(3-5) Although information is limited, there is reason to believe that the worst forms of child labor are used in the production of cotton, tobacco, maize, coffee, tea and charcoal.(3) These children may be exposed to dangerous pesticides and fertilizers, bites from snakes and other animals and injuries from carrying heavy loads and using dangerous tools and machinery.(4) Children are also engaged in fishing and raising livestock. Children working in fishing are susceptible to risks such as drowning or falling ill to water-borne diseases.(3)

Children in Zambia work in mining, primarily in small artisanal and traditional mines, where they extract amethysts.(3-5) Limited evidence suggests children extract emeralds, aquamarines, tourmalines and garnets, as well as mine and process lead, zinc, iron and copper ore. Children reportedly crush stones, quarry rock, and conduct rudimentary mine drilling and scavenge mine dump sites for residual gems.(3-5) These children may work long hours without protective gear, be exposed to extreme heat and dangerous chemicals, and suffer injuries including cuts and broken bones from flying rocks and tools, impaired vision from wounds, and night work and silicosis and other respiratory problems from contact with dust.(3, 4)

Children are also involved in construction, domestic service and prostitution.(3, 5) Children of sex workers sometimes become sex workers as well.(6) In urban areas, many orphans and vulnerable children work and beg in the streets.(5, 7) Children working on the streets may be exposed to multiple dangers including violence, sexual exploitation and trafficking.(7)

Child trafficking continues to be a problem in Zambia. Some children in agriculture, cattle herding and domestic service fall victim to internal trafficking, sometimes in exchange for money, goods and gifts to family members.(8, 9) Children from rural areas are trafficked into forced labor and domestic servitude in urban areas, where some may be beaten, starved, and physically and psychologically abused.(3, 8, 10) In urban areas, girls engaged in domestic service may initially expect to attend school in exchange for their work, but they are often prevented from going to school and denied pay.(3, 8)

A number of constraints increase the risk of children's involvement in the worst forms of child labor. The Government of Zambia does not provide public schools in every village because of the country's topography and widespread communities, so some communities must contribute their own labor and resources to fill this gap. While government primary schools are free, schools are understaffed and parent-teachers association and other associated fees prohibit students from attending.(3, 11, 12) In addition, Zambia's high HIV/AIDS rates impact child labor, as children orphaned by HIV/AIDS work to survive, or those with a parent or relative infected with the virus work to support them.(8, 13)

Laws and Regulations on the Worst Forms of Child Labor

The Constitution and the Employment Act set the minimum age for employment at 15.(14, 15) The Apprenticeship Act regulates the employment of minors as apprentices but does not include a minimum age for apprenticeships or specify the types of work that apprentices can perform. The Employment of Young Persons and Children Act bars children under age 18 from engaging in hazardous labor.(16, 17) While the Government has drafted a statutory instrument that would define the types of hazardous labor prohibited to children, it has yet to be adopted.(3, 5, 18) The Government provides free education up to the seventh grade and has reported to the UNESCO Institute of Statistics that education is compulsory until age 14.(3, 19)

Zambian law prohibits the use of children in military hostilities, and children under 18 years cannot be recruited into

the military. However, children over age 16 can be recruited with the consent of a parent, guardian or the local District Secretary.(20)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	✓
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	14
	Free Public Education	Yes

The Employment of Young Persons and Children Act specifically prohibits the worst forms of child labor, including child prostitution, slavery, forced military recruitment of children, and work harmful to the safety, health or morals of children and young people.(14, 16) The Juveniles Act specifically prohibits the use or procurement of children under age 16 for the purpose of begging.(21) However, this leaves children ages 16 to 18 vulnerable to be procured for begging. The Constitution, the Penal Code and the Anti-Human Trafficking Act of 2008 prohibit forced labor and the trafficking of children, while the Constitution and Penal Code both prohibit slavery.(3, 10, 14, 22) The Penal Code also prohibits pornography, prostitution and the sexual harassment of a child in the workplace.(23) However, the penalties for child prostitution violations in the Employment of Young Persons and Children Act are different from those in the Penal Code.(24)

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Information, Broadcasting and Labor (MIBL), formerly the Ministry of Labor and Social Security (MLSS), is the lead agency coordinating government efforts on issues of the worst forms of child labor.(3) The MIBL's Child Labor Unit (CLU) coordinates with District Child Labor Committees (DCLCs) in 18 of Zambia's 83 districts to combat child

labor, increase local awareness of child labor and mobilize communities against the worst forms of child labor and human trafficking.(3) These committees create awareness of the worst forms of child labor and monitor the implementation of child labor programs at the district and village levels. The CLU intends to establish DCLCs in all 86 districts but currently lacks the resources to do so.(3, 5)

The Government's Ministry of Home Affairs is in the process of establishing an Inter-Ministerial Committee on Human Trafficking, which will coordinate and share information on trafficking issues among government agencies.(18, 25) Nominated members are from the Zambian Police Service, immigration authorities, the Ministry of Justice, the Ministry of Labor, the Ministry of Health, and the Ministry of Community Development.(4, 8, 25) The National Secretariat has been operating on an interim basis pending the Committee's formation, and is responsible for developing strategies to implement the National Plan of Action Against Human Trafficking.(25) During the reporting period, the Government cooperated with international organizations to provide anti-trafficking training to law enforcement officials.(10)

The MIBL's CLU is the primary government agency responsible for the implementation and enforcement of child labor laws.(3) The CLU and the Zambia Police Service (ZPS) partner with the Ministry of Justice; the Ministry of Education, Science, Vocational Training and Early Education; the Ministry of Community Development, Mother and Child Health's Child Protection Unit and District Street Children Committees; the Ministry of Gender and Child Development's Child Protection Unit; and the Drug Enforcement Commission. The ZPS Child Protection Unit (CPU) works with MIBL officials to identify and remove vulnerable children from the streets.(3) The CPU also works with 72 District Street Children Committees to place street children in the worst forms of child labor with families, in foster care or in children's homes.(3) In addition, the CPU collaborates with the Ministry of Justice to investigate and prosecute child labor cases. Enforcement actions were not carried out effectively in some cases as a result of overlapping responsibilities and communication lapses.(3)

The former MLSS, now the MIBL, allocated \$136,000 in the 2011 budget to carry out labor inspections.(3) MIBL labor inspectors, responsible for all labor inspections, including child labor, inspect workplaces including individual households and agricultural fields and investigate child labor complaints.(26) There were 20 labor inspectors during the reporting

period.(3, 10) The ILO, UNICEF, and IOM collaborated with the Government of Zambia to provide training to inspectors. Although inspectors are aware of the hazardous forms of child labor and received some donor-funded training, the training was insufficient to identify and halt child labor practices.(3)

Due to a lack of transportation and inspectors, regular inspections were not conducted. The Child Labor Control and Management Unit, the administrative support unit of the MIBL, did not provide data for the number of labor inspections that took place in 2011.(3) No prosecutions were reported in 2011, and violators of child labor laws received mediation or counseling.(3, 10)

The ZPS Victim Support Unit (VSU) handles the enforcement of laws against trafficking, commercial sexual exploitation and/or use of children in illicit activities. The ZPS CPU enforces labor-related trafficking laws.(3) Specifically, the CPU works with MIBL officials to identify and remove vulnerable children from the streets. The 2011 VSU budget was \$34,088, and the CPU budget was \$653,053.(3) No information is available on what percentage of these budgets went towards enforcement, and the number of child trafficking violations in 2011 was unavailable. The CPU employed 10 child protection officers in the Province of Lusaka.(3) Both VSU and CPU investigators lacked sufficient office facilities, transportation, fuel and other necessary resources and therefore could not conduct inspections or investigations.(3, 10)

Government Policies on the Worst Forms of Child Labor

The Government of Zambia launched the Child Labor Policy in April 2011. The policy establishes an action plan and designates responsible agencies to address child labor issues.(3) Both District Child Labor Committees and Community Child Labor Committees have been created to help implement the policy. The MIBL launched the National Action Plan for the Implementation of the Timebound Programme (TBP) for the Elimination of the Worst Forms of Child Labour in 2011, which supports the continuation of child labor awareness efforts implemented under the country's TBP.(3) This plan identifies five specific priorities for the Government to focus on, including the improvement and enforcement of existing laws and policies on child labor and the establishment of monitoring and evaluation systems. During the reporting period, the MIBL allocated \$10,400 for awareness raising on and dissemination of the National Action Plan for the Elimination of Child Labor.(3)

The country's Poverty Reduction Strategy Paper (2002), Fifth National Development Plan (2006-2011), National Employment and Labor Market Policy (2005) and Decent Work Country Program (2007-2011) include the eradication of the worst forms of child labor as a goal.(27-29) The Government of Zambia's National Employment and Labor Market Policy proposes interventions for the elimination of the worst forms of child labor in agriculture through health and education services aimed at preparing young people for decent and productive work.(17)

The Government also has a national Anti-Trafficking Plan of Action 2011-2012. The National Anti-Trafficking Plan prioritizes the development of trafficking victim referral procedures.(10)

There are a number of policies in Zambia that could benefit working children but are not specifically focused on the worst forms of child labor. These include the National Youth Policy (2006); the National Strategy on Children, Youth, and Sports Development (2006); the National Employment and Labor Market Policy (2005); the UN Development Assistance Framework (2011-2016); and the National HIV/AIDS Strategic Framework for 2006-2010.(3, 17, 28-30) The impact of such plans on the worst forms of child labor does not appear to have been assessed.

The Government conducted a Labor Force Survey in 2008 that the Central Statistics Office released in August 2011.(3, 28) The survey provides statistics on the general labor force and the informal sector; however, information on child labor and forced labor will be published in different reports that were not released during the reporting period.(31)

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

The Government of Zambia participated in the 4-year, \$23.8 million European Commission-funded TACKLE Project to combat child labor through education in 11 countries, which ended in February 2012. The project included ILO training on child labor issues to government officials and teachers, the implementation of four Action Programs to assist children living in vulnerable communities, and raising awareness on child labor through education initiatives.(3, 32) However, these programs will not be continued without sustained financial support from the Government.(3)

Zambia's Ministry of Community Development and Social Services (MCDSS provides administrative support to and assists over 10,000 families through a pilot social cash transfer program, which provides funds on the condition that parents send their children to school rather than to work.(3) Despite its current size, the scale of the social cash transfer program is not sufficient to reach all Zambian children engaged in or vulnerable to the worst forms of child labor. The MCDSS also operates two Zambia National Service camps providing skills training to 400 victims of the worst forms of child labor and children living and working in the streets.(3) The camps target children with the greatest risk of involvement in child labor.(3)

The Government of Zambia has programs to combat child trafficking and provides counseling and protection to trafficking victims.(3, 8) It refers female victims of trafficking to NGO shelters; however, no services are available for men.(10) While not specifically focused on child trafficking, the Government of Zambia, with the IOM, conducted a training of trainers for law enforcement officers using a newly developed counter-trafficking training handbook.(33, 34)

With support from the UN Joint Program, the Government of Zambia participates in its "Breaking the Chain of Human Trafficking" campaign that mobilizes local leaders on anti-trafficking efforts and conducts public awareness campaigns. Child coalitions were created in 10 districts to continue awareness-raising efforts.(10)

Existing Government programs do not sufficiently address some of the most common worst forms of child labor in Zambia, particularly children engaged in hazardous work in the agriculture and mining sectors and those working on the streets.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Adopt the draft statutory instrument enumerating the hazardous occupations prohibited for children and apprentices and the minimum age for apprenticeships.	2009, 2011
	Harmonize legislation to ensure that penalties for child prostitution are consistent.	2009, 2011
	Amend the Juvenile Act to prohibit the use or procurement of any child under 18 for the purpose of begging.	2011
Coordination and Enforcement	Establish District Child Labor Committees in remaining districts.	2011
	Improve lines of communication and clarify responsibilities among enforcement agencies.	2011
	Improve training for labor inspectors to identify and halt child labor practices.	2010, 2011
	Provide transportation and other appropriate resources so child labor inspections and child trafficking investigations can be conducted.	2010, 2011
	Publish statistics on child labor enforcement and child trafficking violations.	2011
Policies	Assess the impact of the National Youth Policy, the National Strategy on Children, Youth, and Sports Development, the UN Development Assistance Framework, the National HIV/AIDS Strategic Framework, and the National Employment and Labor Market Policy on child labor.	2011
	Publish the data on child labor and forced labor from the 2008 Labor Force Survey.	2011
Social Programs	Provide appropriate resources to ensure the continuation of the four Action Programs initiated by the TACKLE Project.	2011
	Scale up the Zambia National Service skills training camps and cash transfer programs providing direct services to children, particularly for street children and those working in the agriculture and mining sectors.	2011
	Provide trafficking victim referral services that accommodate both men and women.	2011

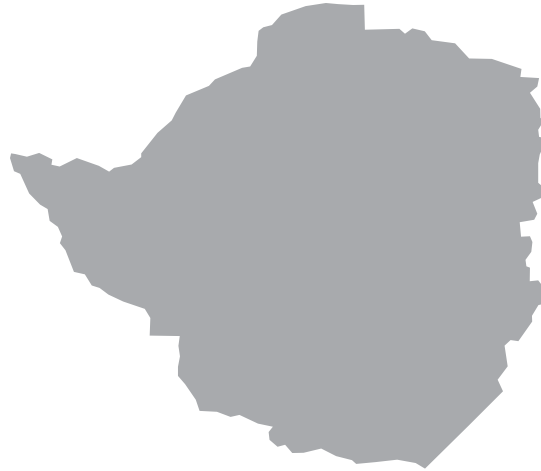
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Zimbabwe

In 2011, Zimbabwe made a minimal advancement in efforts to eliminate the worst forms of child labor. These efforts focused on expanding social programs targeting vulnerable children. This included the mobilization of \$45 million of donor and some government funds to support the newly launched Phase II of the National Action Plan for Orphans and Vulnerable Children. Zimbabwe also continued the Basic Education Assistance Module (BEAM) Program aimed at recruiting children and keeping them in school. Despite these efforts, Zimbabwe continues to lack specific social programs targeting sectors in which the worst forms of child labor are most prevalent. Education is not compulsory or free which may increase children's vulnerability. Children in Zimbabwe continue to engage in the worst forms of labor, particularly in hazardous activities in agriculture and mining.



Statistics on Working Children and Education

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

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

Prevalence and Sector Distribution of the Worst Forms of Child Labor

Children in Zimbabwe are engaged in the worst forms of child labor, primarily in hazardous activities in agriculture and mining.(3-9) Some children reportedly work in the production of tea, cotton and tobacco. Children working in agriculture may be exposed to toxic chemicals, use dangerous machinery and tools, lack protective gear and carry heavy loads.(3, 4, 6-8, 10, 11) Children also work in cattle herding.(8, 10)

There are reports of children working in gold, chrome, nickel and tin mines and extracting material from underground passages and quarries.(3, 5-7, 10, 12-17) Although the extent of the problem is unknown, children reportedly perform such work in the Marange diamond fields of Eastern Zimbabwe.(13-16) Children in this sector work long hours and use dangerous chemicals such as mercury, cyanide and explosives.(3, 4, 17)

According to UNICEF, approximately 100,000 of Zimbabwe's 1.3 million orphans survive on their own in child-headed households, some working as street vendors and car washers.(4, 7, 8, 10, 18) Children working on the streets may be exposed to many dangers, including severe weather, vehicle accidents and criminal elements.(19) Although information is limited, there are reports that children engage in other illicit activities, such as drug smuggling, gambling and prostitution.(3, 4, 10, 20, 21)

Children are trafficked within Zimbabwe and to border towns and neighboring countries where they suffer forced labor in agriculture, domestic service and commercial sexual exploitation.(20, 21) Children working as domestic servants may work long hours often without a break, and are at risk of harassment and sexual abuse.(4) Girls as young as age 12 are trafficked along the Zambezi River to the Mozambican port of Beira and to Central Mozambique. There are reports of Zimbabwean children being sexually exploited by taxi and truck drivers in exchange for transportation to and across unofficial border crossings with South Africa.(20, 22-24)

Laws and Regulations on the Worst Forms of Child Labor

The Labour Relations Act, 2002 sets the minimum age for employment at 15 years.(10, 25) However, children ages 13 to 15 may work as apprentice or perform work in a school or technical or vocational institution.(4, 25) The Act prohibits employers from hiring a person younger than age 18 to perform hazardous work, which is defined as any work likely to jeopardize that person's health, safety or morals.(10, 26) Hazardous work is also defined in the Children's Protection and Adoption Amendment Act of 2001 as any work that

jeopardizes or interferes with the education of a child. According to the Act, hazardous work involves contact with hazardous substances, underground mining, exposure to extreme heat, cold or noise and night work, and the use of electronically powered hand tools, cutting tools or grinding blades.(27) The National Service Act of 1979 prohibits persons younger than age 18 from compulsory and voluntary military service.(28)

	C138, Minimum Age	✓
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	No
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	No
	Free Public Education	No

Zimbabwe's Constitution and Labour Relations Act prohibit forced labor. However, there are exceptions in some cases, including the fulfillment of court orders and armed service requirements.(25, 29)

The Criminal Code prohibits engaging a child in the use or dealing of dangerous drugs and bars sexual relations with children younger than age 16.(10, 30)

Provisions of the Sexual Offences Act, the Children's Act and the Censorship and Entertainment Control Act prohibit sexual offenses against children, such as child pornography, prostitution and other forms of child sexual abuse. The Sexual Offences Act and Children's Act prohibit procurement of an individual for prostitution either inside the country or transporting a person outside of the country with the intention of engaging them in prostitution.(10, 20, 31) Although traffickers can be prosecuted under the aforementioned laws, immigration laws or abduction laws, there is no legislation in Zimbabwe specifically prohibiting trafficking in persons.(10, 32) It appears the current legal framework only covers trafficking in persons for sexual exploitation.(17)

In 2010, a more comprehensive piece of legislation to cover trafficking in persons for both sexual and labor exploitation was introduced to the Cabinet, a necessary step for the bill to be considered by parliament. However, the proposed legislation did not move forward, despite being identified as priority legislation for 2010-2011 by the Prime Minister's Office.(10, 17, 20)

Zimbabwean law does not provide free schooling or establish a compulsory age for education for children.(8, 33) The lack of free and compulsory education may put children at risk for the worst forms of child labor as they are not required to be in school but are also not legally permitted to work. School fees are often prohibitively expensive and limit access to education.(32) Reportedly, children as young as 12 who need help paying for school fees may work for local tea plantations to earn credits towards school fees.(10, 34) In such "earn-and-learn schemes," tuition credits are earned based on a child's ability to meet a production quota.(10, 32) The practice is also in direct violation of the Labour Act and ILO Convention 138.

Institutional Mechanisms for Coordination and Enforcement

The Ministry of Public Service, Labor and Social Welfare chairs the Government's steering committee to address the worst forms of child labor. The committee includes several government ministries, civil society groups such as worker and employer organizations and international organizations.(32) The Government also has an inter-ministerial task force on trafficking in persons. Research did not find evidence that the committee or task force was active during 2011.

The Department of Social Welfare within the Ministry of Labor (MOL) is responsible for enforcing labor laws. MOL employs approximately 170 labor inspectors for investigating labor-related violations, including child labor laws.(3, 10) However, labor inspectors lack the necessary resources to carry out inspections, such as office facilities, transportation and fuel.(3, 10, 32) In addition, the MOL does not disaggregate labor violations by age. Therefore, the number of investigations or penalties for violations related to child labor is unknown.(10)

The Ministry of Justice and Legal Affairs (MOJ) oversees all courts, including labor courts. The Zimbabwe Republic Police (ZRP) is responsible for enforcing laws against the worst forms of child labor of a criminal nature.(10) In 2011, the ZRP established an anti-trafficking desk at the Interpol National Central Bureau office to conduct transnational trafficking investigations.(10) The MOJ and the ZRP share

responsibility for enforcing criminal laws relating to child labor with the MOL.(3, 10, 20) Victim Friendly Courts also address trafficking and child victim cases.(10) However, during the reporting period it appears the ZRP did not investigate any such cases.(20) The lack of investigations relative to the scope and prevalence of child trafficking in Zimbabwe suggests inadequate enforcement.

Government Policies on the Worst Forms of Child Labor

The Government's steering committee to address child labor has issued a national policy to serve as a guide for the subsequent implementation of action programs.(35) The first phase of implementing the policy included the completion of a child labor study in 2008. The second phase used the results of this study to inform the development of a draft action plan. This plan was completed in 2010.(4, 10, 22, 32, 35) On June 29, 2011, the MOL and the ILO formally launched the findings of the study and the steering committee presented a timebound action plan.(4, 10, 17, 32, 33, 35) The action plan includes activities aimed at strengthening the analysis of child labor issues and the creation of an entity to coordinate responses to the findings of the analysis.(3, 10) Findings indicate that the worst forms of child labor do exist in Zimbabwe particularly in prostitution, mining, agriculture, hazardous domestic work and illicit activities. Further, the most prevalent causes of the worst forms of child labor are poverty, the breakdown of the family unit due to HIV and AIDS, and the inadequacy of the social services delivery system.(4) Resources have not been allocated to implement the plan.(3, 10, 33)

The Government of Zimbabwe continued to address child labor in its broader poverty reduction, education and social policy efforts. This occurred in part through Zimbabwe's ongoing United Nations Development Assistance Framework 2007-2011.(3, 10) In the framework, the level of child labor is used as a specific indicator to measure improvement in retention rates at all levels of the education system.(3, 10)

In 2011, the Government launched Phase II of the National Action Plan for Orphans and Vulnerable Children (2011-2015) (NAP OVC II). Phase II includes a focus on equity and access to quality education for children.(36-38) It aims to assist 80,000 people, including providing protection services to 25,000 children.(37, 38) The policy prescribes a three-pronged approach to assisting at-risk children, including providing child protection and health services, delivering conditional cash transfers and continuing the Basic Education Assistance

Module (BEAM) Program.(7, 10, 39) The BEAM Program provides basic financial assistance to its enrollees for things such as tuition, levy and examination fees.(40)

During the reporting period, the Governments of Zimbabwe and South Africa signed a Memorandum of Understanding committing to work together on social issues, including the cross-border movement of children, who are sometimes unaccompanied and could be vulnerable to exploitation.(41)

Social Programs to Prevent the Worst Forms of Child Labor

Research found no evidence that the Government of Zimbabwe implemented programs that specifically address the worst forms of child labor. However, the Government launched and extended several social programs to address vulnerable children and increase educational access that could potentially have an impact on reducing the worst forms of child labor.

The newly launched NAP OVC II provides a cash transfer program that encourages families to keep children in school. The Government of Zimbabwe, with funding from the European Commission and the Governments of the Netherlands, Sweden and Britain, provided immediate food and health services to high-risk families, including child-headed households.(37, 38) The NAP OVC II also provides protection services for child victims of abuse, violence and exploitation.(38, 39) The BEAM Program, aimed at keeping children in school and recruiting children who lack access to school as a result of economic hardship, was also continued through NAP OVC II.(17, 38) In 2010, the Government of Zimbabwe allocated just over US\$15 million for secondary education through the BEAM Project in order to match the US\$15 million in contributions made by development partners, almost doubling what the Government allocated in 2009.(40) It is unclear how much of a financial contribution the Government made to the BEAM Project in 2011. During the reporting period, \$45 million of the targeted \$75 million had been mobilized to support the NAP OVC II.(38, 42)

In addition to the BEAM component of NAP OVC II, a second phase of the Education Initiative Fund was launched in 2011 to increase the supply of learning materials in Zimbabwean schools.(42, 43) Through the Fund, the Government committed to provide 7 million textbooks in addition to the 15 million that have already been distributed since 2009. The second phase will focus on expanding support to secondary schools, including a revised curriculum.(43) The overall impact of these programs on the elimination of the worst forms of child labor is unknown.

With funding from USAID, the Government of Zimbabwe launched a new project in 2011, Building National Response Capacity to Combat Human Trafficking in Zimbabwe. The project will support awareness-raising efforts, and work to strengthen the national referral system for protection and victim reintegration services, with a special focus on children. (44)

Despite these efforts, Zimbabwe's social programs do not provide direct assistance specifically targeted to assist children working in the worst forms of child labor, particularly in agriculture and mining.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Enact the current anti-trafficking legislative proposal to cover all children trafficked for both sexual and labor exploitation.	2009, 2011
	Establish a minimum age or specified length of study for compulsory education that meets international standards.	2009, 2010, 2011
Coordination and Enforcement	Ensure coordination takes place among participating agencies in the Steering Committee and the inter-ministerial task force on trafficking in persons to address the Worst Forms of Child Labor.	2011
	Collect, analyze and disseminate information on the level and type of inspection activities to combat child labor.	2009, 2010, 2011
	Provide adequate resources for child labor inspections.	2010, 2011
	Dedicate additional personnel and resources to combat child trafficking and implement enforcement efforts.	2009, 2010, 2011
Policies	Provide free education through the minimum age to work.	2009, 2010, 2011
	Allocate appropriate resources to implement the Action Plan to Combat Child Labor.	2010, 2011
Social Programs	Assess the overall impact that existing programs may have on the worst forms of child labor.	2011
	Create programs that address the worst forms of child labor particularly in mining and agriculture.	2010, 2011

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Non-Independent Countries and Territories

There is limited information regarding the **Prevalence and Sectoral Distribution of the Worst Forms of Child Labor** in non-independent countries and territories eligible for GSP, AGOA and CBTPA benefits.(1) Statistics on child work and school attendance are often not available from the sources used in this report. In some cases, there is no evidence to suggest that the worst forms of child labor exist in certain non-independent countries and territories. In these cases, when laws appear to meet the guidelines called for in ILO Convention 182 and embodied in the TDA, no recommendations for action have been included.

These non-independent countries and territories generally are not eligible to become members of ILO, so the organization's Minimum Age Convention (No. 138) and the Worst Forms of Child Labor Convention (No. 182) do not apply to the majority of them.(2, 3) Territories are generally subject to the laws of the sovereign country.

Assessments

Evidence suggests that the worst forms of child labor are an issue in some non-independent countries and territories. These entities are assessed in the same manner that all other countries included in this report are assessed. Other non-independent countries and territories do not appear to have a problem with the worst forms of child labor. These entities fall into three types.

The first type of non-independent country and territory involves one in which the population of children is either non-existent or extremely small (under 50). For this reason, OCFT does not write profiles on these territories. The three territories that fit this category are Heard and McDonald Islands, the Pitcairn Islands and the British Indian Ocean Territories/Chagos Archipelago. The Heard and McDonald Islands are uninhabited, and the population of the Pitcairn Islands is less than 50 people.(4) The British Indian Ocean Territories is inhabited by U.S. and U.K. military personnel.(5)

The second type of non-independent country and territory is one with no evidence of a worst form of child labor problem and with a good legal and enforcement framework. Such entities will be marked "No assessment". Given the lack of a demonstrated problem, along with the presence of a preventive

legal and enforcement framework, OCFT does not include recommendations for these territories. OCFT would likewise not assess these territories' efforts. (There are currently seven territories that fit this category. If new evidence emerged that showed the worst forms of child labor had been eliminated in certain countries, it would be theoretically possible for such countries, as long as they had a good legal framework, to fit into this category.)

The third type of non-independent country and territory is one in which there is no evidence of a worst forms of child labor problem, but that lacks a good legal and enforcement framework. The lack of such a framework is a gap in efforts to prevent the worst forms of child labor. For this reason, such non-independent countries and territories are assessed as "No advancement."

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Anguilla

In 2011, Anguilla made a minimal advancement in efforts to eliminate the worst forms for child labor. Although evidence is limited, children are reportedly involved in commercial sexual exploitation in Anguilla. As a result of the Child Protection National Action Plan, the Government published the Safeguarding and Child Protection Protocols and Procedures, which designates clear responsibilities for government agencies, serves as a guide for recognizing and referring child protection cases, and will assist in the development of future legislation. Despite these efforts, the Government appears to lack a list of hazardous work prohibited to children and does not have the institutional framework or any programs to address the commercial sexual exploitation of children.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Some children in Anguilla are engaged in the worst forms of child labor, specifically in commercial sexual exploitation. Reportedly, children perform sex acts in exchange for money and gifts.(1) In a number of cases, these transactions reportedly occur with the knowledge, consent and, sometimes, initiation of the child's parent.(1) However, information about the nature and prevalence of the problem remains limited.

Laws and Regulations on the Worst Forms of Child Labor

The Education Act prohibits children of compulsory school age (5 until the age of 17) from employment during the school year, and children younger than age 14 from employment at all times.(2) The Employment of Children (Restriction) Act limits children younger than age 12 from working in any capacity, including light work.(3) Under the Restriction Act, children ages 12 to 14 may not work during the school day, and there are limitations on work times and the total number of hours they may work. In addition, they are prohibited from work that may be physically hazardous or that requires heavy lifting.(3) It is unclear whether the Education Act or the Employment of Children (Restriction) Act takes precedence in regard to whether children ages 12 to 14 may engage in light work.

The Employment of Women, Young Persons and Children Act prohibits all children younger than age 17 from working in industrial undertakings or at night. This provision may leave children age 17 vulnerable to dangerous work in industrial undertakings or at night.(2) The Governor of the Territory has the authority to expand restrictions on child labor.(3) Research did not identify whether Anguilla has a comprehensive list of hazardous work prohibited for children.

The Constitution prohibits slavery and forced labor.(4) The Criminal Code prohibits the prostitution and abduction of children, and the publishing or circulation of indecent materials. The Code also prohibits the use of children for illicit activities.(2, 5)

Defense in Anguilla is the responsibility of the United Kingdom and the minimum age for military recruitment is 16.(6) The minimum age of 16 for military recruitment appears to fall below the international standard of 18 years established in ILO Convention 182.

The Education Act makes education compulsory to age 17.(2, 7) The law also guarantees free education until age 17.(8)

Institutional Mechanisms for Coordination and Enforcement

Anguilla has formed a multiagency Child Protection Steering Committee to carry out the Child Protection National Action Plan.(9) The Department of Social Development (DSD) is the main coordinating agency responsible for child protection in Anguilla. The DSD employs social workers to manage and investigate child protection cases.(10) It also works with the Royal Anguilla Police Force to investigate cases involving child abuse, although what responsibility the Police Force has for enforcing laws against the worst forms of child labor, particularly commercial sexual exploitation, is not clear from research.(11) However, research found no evidence that the Government of Anguilla has established a coordinating mechanism to combat the commercial sexual exploitation of children.

The Employment of Children (Restriction) Act designates the Labor Commissioner as responsible for enforcing child labor laws. The Act authorizes the Labor Commissioner to investigate work sites where children are believed to be employed, and to prosecute, conduct or defend any information, complaint or other proceeding arising under the Act.(3)

Government Policies on the Worst Forms of Child Labor

The Government has developed a Child Protection National Action Plan, which calls for the establishment of a child protection protocol and the development of necessary legislative and institutional frameworks to address issues impacting children and their families.(12) During the reporting period, the Government published the Safeguarding and Child Protection Protocols and Procedures to assist in the development of future legislation on child protection.(11, 13) The publication designates clear responsibilities for government agencies and serves as a guide for recognizing and referring child protection cases.(11, 14) The question of whether this policy has had an impact on the commercial sexual exploitation of children does not appear to have been addressed.

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

The Government of Anguilla participates in Safeguarding Children in the Overseas Territories (SCOT) Program, which is sponsored by the United Kingdom's Department for International Development.(9) Through the SCOT Program, participating governments receive capacity-building and advisory support to implement policies, procedures and best practices to ensure children's health and safety. In Anguilla,

the SCOT program has helped the Government develop child protection protocols, including partnerships with civil society organizations. (9, 15) Additionally, under the SCOT Program, joint training has occurred among the police force, social workers, health workers and teachers to encourage effective reporting and management of child abuse cases.(16)

The question of whether the SCOT Program has an impact on child labor, particularly commercial sexual exploitation, does not appear to have been addressed. Research found no evidence that the Government has carried out programs on the worst forms of child labor, specifically on commercial sexual exploitation.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Clarify whether the Education Act's minimum age of 14 for employment of any type supersedes the Employment of Children (Restriction) Act's rule that allows exceptions to the minimum age of 14.	2009, 2010, 2011
	Ensure that children age 17 are protected from dangerous work in industrial sectors.	2011
	Clarify whether a list exists that limits hazardous work for children under age 18.	2011
	Ensure that the minimum age for military recruitment meets the standards established in ILO Convention 182.	2011
Coordination and Enforcement	Establish a coordination mechanism to combat the commercial sexual exploitation of children.	2009, 2010, 2011
	Collect, analyze and disseminate information regarding the enforcement of relevant laws protecting children from commercial sexual exploitation and other worst forms of child labor.	2009, 2010, 2011
Policies	Collect, analyze and disseminate information regarding the prevalence and nature of the commercial sexual exploitation of children to guide the development of policies to address the problem.	2009, 2010, 2011
	Assess the impact that the Child Protection National Action Plan may have on addressing child labor, particularly commercial sexual exploitation.	2010, 2011
Social Programs	Assess the impact the SCOT Program has had on addressing child labor, particularly commercial sexual exploitation.	2010, 2011
	Implement programs to address the commercial sexual exploitation of children.	2011

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British Virgin Islands

No Assessment

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in the British Virgin Islands are engaged in the worst forms of child labor.

Laws and Regulations on the Worst Forms of Child Labor

The minimum age for employment under the Labor Code of 2010 is 16, and children younger than age 18 are prohibited from hazardous work. However, children ages 14 to 16 may perform light work with approval from the Minister.(1) Children between ages 16 and 18 must have sufficient training and supervision when operating heavy machinery, and all children younger than age 18 are prohibited from night work.(1) The Labor Code also provides for the removal and rehabilitation of children subjected to the worst forms of child labor and makes the offense punishable with a fine, holding both the employer and the child's parent or guardian liable.(1) No information was found on whether the

Government has developed a list of hazardous occupations prohibited to children.

The Constitution prohibits slavery and forced labor.(2) Under the Criminal Code (Amendment) Act of 2007, trafficking in minors and enslaving or bonding children are illegal. The code also prohibits the production, publication or possession of child pornography.(1, 3, 4). The Labor Code prohibits child prostitution, the use of a child for illicit activities, and forced or compulsory military recruitment of children.(1)

Education is free and compulsory until age 16.(5, 6)

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor. The Commissioner of Labor may appoint inspectors to enforce the provisions of the Labor Code.(1) Research found no information about enforcement of the worst forms of child labor provisions in the Criminal Code.

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

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Christmas Island

No Assessment

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children on Christmas Island are engaged in the worst forms of child labor.

Laws and Regulations on the Worst Forms of Child Labor

Christmas Island is subject to the child labor laws of the state of Western Australia.(1) The Western Australia Children and Community Services Act 2004 prohibits the employment of children younger than age 15 in a business, trade or for-profit occupation.(2) The Department of Child Protection can issue an order to stop a child from working if there is a risk of harm.(1) No information was found on whether any laws define hazardous work or establish a minimum age for it.

Child prostitution is prohibited under the Western Australia Prostitution Act of 2000.(1, 3) Both the Western Australia Children and Community Services Act and the federally enacted Commonwealth Criminal Code Act 1995 of Australia proscribe the possession, production and distribution of child pornography.(2, 4, 5) The Commonwealth Criminal Code Act 1995 of Australia also criminalizes all forms of slavery, forced labor, the use of children for illicit activities and trafficking in children.(4)

Defense of Christmas Island is the responsibility of the Australian Defense Force, which has a voluntary recruitment age of 17 and a minimum combat age of 18.(6-8)

Public education is free and education is compulsory until age 17.(9-11)

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

The Australian Federal Police, the Department of Immigration and Citizenship, and the Department of Regional Australia enforce criminal laws related to the worst forms of child labor.(1, 11)

The Australian Federal Police is responsible for investigating the commercial sexual exploitation of children, such as pornography.(1)

The Australian Federal Police has jurisdiction in trafficking matters and its Human Trafficking Teams investigate human trafficking for the purpose of transnational sexual and labor exploitation.(5) The Australian Federal Police Child Protection Operations Team performs an investigative and coordination role for multijurisdictional and international online child sex exploitation issues.(1, 5)

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

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Cocos (Keeling) Islands

No Assessment

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children on Cocos (Keeling) Islands are engaged in the worst forms of child labor.

Laws and Regulations on the Worst Forms of Child Labor

Cocos (Keeling) Islands are subject to the child labor laws of the state of Western Australia.(1) The Western Australia Children and Community Services Act 2004 prohibits the employment of children younger than age 15 in a business, trade or for-profit occupation.(2) The Department of Child Protection can issue an order to stop a child from working if there is a risk of harm.(1) No information was found on whether any laws define hazardous work or establish a minimum age for it.

Child prostitution is prohibited under the Western Australia Prostitution Act of 2000.(1, 3) Both the Western Australia Children and Community Services Act and the federally enacted Commonwealth Criminal Code Act 1995 of Australia proscribe the possession, production and distribution of child pornography.(2, 4, 5) The Commonwealth Criminal Code Act 1995 of Australia also criminalizes all forms of slavery, forced labor, the use of children for illicit activities and trafficking in children.(4)

Defense of Cocos (Keeling) Islands is the responsibility of the Australian Defense Force, which has a voluntary recruitment age of 17 and a minimum combat age of 18.(6-8)

Public education is free and education is compulsory until age 17.(9-11)

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

The Australian Federal Police, the Department of Immigration and Citizenship, and the Department of Regional Australia enforce criminal laws related to the worst forms of child labor.(1, 11)

The Australian Federal Police is responsible for investigating the commercial sexual exploitation of children, such as pornography.(1)

The Australian Federal Police has jurisdiction in trafficking matters and its Human Trafficking Teams investigate human trafficking for the purpose of transnational sexual and labor exploitation.(5) The Australian Federal Police Child Protection Operations Team performs an investigative and coordination role for multijurisdictional and international online child sex exploitation issues.(1, 5)

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

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Cook Islands

In 2011, the Cook Islands made no advancement in efforts to eliminate the worst forms of child labor. Although information is limited, there are reports that some children in the Cook Islands are involved in commercial sexual exploitation. Although the Government collaborated with nongovernmental organizations in the development of a National Plan of Action on the Sexual Exploitation of Children, this Plan has not yet been implemented.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There are reports that some children in the Cook Islands are engaged in the worst forms of child labor, specifically in commercial sexual exploitation.(1) Information about the

nature and prevalence of the problem, however, remains limited.

Laws and Regulations on the Worst Forms of Child Labor

The Cook Islands have some of their own laws but also follow some of the laws of New Zealand and the United Kingdom.(2) The Cook Islands follow the New Zealand Industrial and Labor Ordinance of 1964 which prohibits children younger than age 16 from working in factories without permission from the Industrial Relations Officer. The Ordinance also prohibits children younger than age 18 from any work that the Industrial Relations Officer deems dangerous. Children younger than age 18 may not work with factory machines without knowledge of the dangers, and must take precautionary measures and receive sufficient training and supervision.(3) Information on minimum age laws in other enterprises was not identified.

Forced labor and compulsory labor are criminal acts under the Cook Islands Prohibition of Forced and Compulsory Labor Ordinance and Amendment Acts.(4-6) Trafficking in persons is illegal under the Cook Islands Crimes Amendment Act of 2004, but it is not clear that internal trafficking is addressed in the Act.(1, 7) There are no armed forces in the Cook Islands.(8)

The Cook Islands Crimes Act of 1969 prohibits prostitution. Brothel-keeping, living on the earnings of the prostitution of another person and procuring a girl to have sex with a man who is not her husband are illegal, as are selling, distributing or otherwise exhibiting indecent documents.(1, 9) No information was found to suggest laws exist prohibiting the use of children in illicit activities.

Education is compulsory to age 15. The Government provides free primary and secondary schooling.(10, 11)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Cook Islands have established a coordinating mechanism to address the commercial sexual exploitation of children.

The Labor and Consumer Affairs Division of the Government monitors the implementation of child labor laws in the Cook Islands.(1) Several agencies participate in protecting children from commercial sexual exploitation. The Ministry of Internal Affairs, which includes the Child and Family Services Division, is responsible for all matters relating to children and families.(1) The Chief Censor has some responsibility for issues of pornography. The Ministries of Tourism, Culture, Education, Foreign Affairs, Health, and Justice, as well as the police also play roles in protecting children.(1) Research found no evidence that the Government of the Cook Islands maintains and publically releases information on the number of investigations, prosecutions and convictions involving the commercial sexual exploitation of children.

Government Policies on the Worst Forms of Child Labor

Past reporting indicated the Government of the Cook Islands collaborated with nongovernmental organizations to develop a National Plan of Action on the Sexual Exploitation of Children. However, this Plan has not yet been put into action.(1, 12)

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

Research found no evidence that the Government has established programs to address the commercial sexual exploitation of children.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Cook Islands Crimes Amendment Act 2004 to clarify prohibitions of internal trafficking in persons.	2011
	Clarify whether a law exists that prohibits the use of children in illicit activities.	2011
Coordination and Enforcement	Establish a mechanism to coordinate efforts to address the commercial sexual exploitation of children.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Coordination and Enforcement	Monitor and make public information regarding investigations, prosecutions and convictions involving commercial sexual exploitation of children	2010, 2011
Policies	Collect, analyze and disseminate information regarding the prevalence and nature of commercial sexual exploitation of children to guide the development of policies to address the problem.	2009, 2010, 2011
	Adopt and implement the National Plan of Action on the Sexual Exploitation of Children.	2010, 2011
Social Programs	Establish social programs to address the commercial sexual exploitation of children.	2009, 2010, 2011

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Falkland Islands (Islas Malvinas)

No Assessment

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in the Falkland Islands are engaged in the worst forms of child labor.

Laws and Regulations on the Worst Forms of Child Labor

The Falkland Islands Employment of Children Ordinance prohibits the employment of children younger than age 16. It also is illegal to employ children ages 16 to 18 during school hours if the work may harm their health, safety or morals, or if the work involves lifting, carrying or moving anything that may injure them.(1) The Employment of Women, Young Persons and Children Ordinance makes it illegal to employ children in work that exposes them to physical, psychological or sexual abuse. It also protects children from work that is underground, underwater, at dangerous heights or in confined spaces, or work that requires the use of dangerous machinery, equipment or tools without training and supervision. Children younger than age 18, including those who have completed compulsory schooling, may not work at night in any industry.(2) No information was found on whether the Government has developed a list of hazardous occupations prohibited to children.

The Falkland Islands Constitution Order 2008 prohibits slavery and forced labor.(3) No information was found on whether laws exist regarding the use of children for drug trafficking or other illicit activities.

The Education Amendment Ordinance of 2008 makes education free and compulsory to age 16.(1, 4)

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

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Gibraltar

In 2011, Gibraltar made no advancement in efforts to prevent the worst forms of child labor. While there is no evidence of a problem, the Government lacks a complete preventive legal framework. Gibraltar has not yet enacted the Crimes Bill of 2011 that outlines trafficking prohibitions. In addition, boys are not protected from prostitution under the law.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in Gibraltar are engaged in the worst forms of child labor.(1)

Laws and Regulations on the Worst Forms of Child Labor

Gibraltar follows the child labor laws of the United Kingdom.(1) According to the British Child and Young Person's Act of 1933, a child can start working part-time at age 14 and full-time at the end of the school year in which the child will be age 16. The Government of Gibraltar's Working Time Act prohibits children under 16 from performing dangerous activities, including mining, manufacturing, and construction.(2, 3)

The Gibraltar Constitution Order of 2006 prohibits slavery and forced and compulsory labor.(4) The Gibraltar Criminal Offenses Act of 1960 protects girls from prostitution, and the Crimes (Indecent Photographs with Children) Act of 2009 prohibits child pornography. (5, 6) The prostitution of boys is not specifically prohibited under the law. There is no evidence of comprehensive laws against trafficking in Gibraltar. The Crimes Bill of 2011, which has been approved by Parliament but has not yet been implemented, applies gender neutrality to offenses and outlines trafficking prohibitions more explicitly.(7) No information was found to suggest that laws exist prohibiting the use of children in illicit activities.

The recruitment age for the Royal Gibraltar Regiment is 17.5 with parental consent.

Education is compulsory to age 15. Primary and secondary education is free to all residents of Gibraltar.(8, 9)

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Ensure that laws against commercial sexual exploitation protect all children regardless of gender.	2009, 2010, 2011
	Enact legislation that prohibits trafficking in persons.	2011
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2011

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Montserrat

In 2011, Montserrat made no advancement in efforts to eliminate the worst forms of child labor. Although limited, there is evidence that some children in Montserrat are involved in commercial sexual exploitation. While the Government participates in the Safeguarding Children in the Overseas Territories (SCOT) Program, no institutional mechanisms to coordinate efforts have been created to combat commercial sexual exploitation, and the laws do not protect boys from prostitution. In addition, the Employment Act does not protect children ages 15 to 18 from performing dangerous work. The Government did not collect information regarding the prevalence and nature of commercial sexual exploitation.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There are reports that some children in Montserrat are engaged in commercial sexual exploitation in exchange for money and material goods.(1) Information about the nature and prevalence of the problem remains limited.

Laws and Regulations on the Worst Forms of Child Labor

The minimum age for employment under the Montserrat Employment Act is 14. Children younger than age 15 are prohibited from industrial undertakings unless the work is not dangerous and only family members are employed.(2) The minimum age of 15 for dangerous work is under the international standard of age 18 for such types of work set forth in ILO Convention 182. Research found no evidence of a comprehensive list prohibiting children from hazardous work.

The Montserrat Penal Code prohibits the prostitution of girls.(3) The prostitution of boys is not specifically prohibited under the law. Pornography is also illegal.(3)

The Constitution of Montserrat prohibits slavery and forced labor.(4) Abduction and kidnapping are punishable under the Penal Code, and these Code provisions may be used to prosecute traffickers.(3) No information was found on whether laws exist regarding the use of children for drug trafficking or other illicit activities.

The Education Act of 2004 makes education compulsory to age 16. The Government provides free education from nursery through secondary school.(5, 6)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the Government of Montserrat has established a coordination mechanism to address the commercial sexual exploitation of children. The

Royal Montserrat Police Service has primary responsibility for enforcing laws involving children. The Department of Social Services employs the social workers who work on child protection issues.(7)

Government Policies on the Worst Forms of Child Labor

Research found no evidence of any policies addressing the commercial sexual exploitation of children in Montserrat.

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

The Government of Montserrat participates in the SCOT Program, which is sponsored by the United Kingdom's

Department for International Development. Through the SCOT Program, participating governments receive capacity building and advisory support to implement policies, procedures and best practices to ensure children's health and safety.(8) The question of whether the SCOT Program has an impact on child labor, particularly commercial sexual exploitation, does not appear to have been addressed. Research found no evidence that the Government has carried out programs on the worst forms of child labor, specifically on commercial sexual exploitation.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Raise the minimum age for all types of dangerous work to 18 and establish a list prohibiting hazardous work for children.	2011
	Ensure that laws against commercial sexual exploitation protect all children, regardless of gender.	2009, 2011
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2011
Coordination and Enforcement	Develop coordination and enforcement mechanisms to address the commercial sexual exploitation of children.	2010, 2011
Policies	Collect, analyze and disseminate information regarding the prevalence and nature of the commercial sexual exploitation of children to establish policies to address the problem.	2009, 2010, 2011
Social Programs	Assess the impact the SCOT Program may have on addressing child labor, particularly commercial sexual exploitation.	2010, 2011
	Implement programs to address the worst forms of child labor, specifically targeting commercial sexual exploitation.	2011

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Niue

No Assessment

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in Niue are engaged in the worst forms of child labor.

Laws and Regulations on the Worst Forms of Child Labor

Information on laws on minimum employment age, forced labor, the use of children for illicit activities and on laws against commercial sexual exploitation of children was not identified. No information was found on whether the Government has developed a list of hazardous occupations prohibited to children.

Trafficking in persons is a specific offense in Niue.(1) No information was found on whether laws exist regarding the use of children for drug trafficking or other illicit activities. There is no military in Niue, as defense is the responsibility of New Zealand.(2)

Education in Niue is compulsory to age 16.(3) Research did not find complete information on whether education is free.

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

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Norfolk Island

In 2011, Norfolk Island made no advancement in efforts to prevent the worst forms of child labor. While there is no evidence of a problem, the Government lacks a complete preventive legal framework. Norfolk Island has no legislation prescribing a minimum age for employment and prohibiting hazardous work for children.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children on Norfolk Island are engaged in the worst forms of child labor.(1)

Laws and Regulations on the Worst Forms of Child Labor

There is no minimum age for employment on Norfolk Island. Children younger than age 15, however, are subject to limitations under the Norfolk Island Employment Act of 1988.(1) Children younger than age 15 may not work more than 20 hours a week, at night or during school hours.(2) Parental consent and written agreement is required to employ persons younger than age 18.(2) Information is limited, but it does not appear that Norfolk Island has restrictions on hazardous child labor. However, the employer has a duty to provide a safe working environment and, without any charge, the required safety equipment and clothing.(1) No information was found on whether the Government has developed a list of hazardous occupations prohibited to children.

Australia's Commonwealth Criminal Code Act 1995, which applies to Norfolk Island, criminalizes all forms of slavery and forced labor, trafficking in children, forced prostitution and child pornography. The Norfolk Island Criminal Code Act 2007 prohibits sexual servitude, child pornography and the provision of a controlled substance to children for sale or distribution.(2, 3) The Criminal Law Amendment Act of 1993 makes it illegal to employ a person younger than age 16 for the purposes of prostitution.(2)

Defense of Norfolk Island is the responsibility of the Australian Defense Force, which has a voluntary recruitment age of 17 and a minimum combat age of 18.(4-6)

Public education is free.(7) The Norfolk Island Education Act makes education compulsory to age 15.(1)

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

Employment inspectors and child welfare officers, in accordance with the Child Welfare Act of 1937, monitor the employment and take action in regard to the protection of young workers.(1) The Australian Federal Police enforce criminal laws related to the worst forms of child labor.(2) The Australian Federal Police's Human Trafficking Teams investigate human trafficking for the purpose of transnational sexual and labor exploitation. (1)The Australian Federal Police

Child Protection Operations team performs an investigative and coordination role for multijurisdictional and international online child sex exploitation issues.(2)

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

Based on the reporting above, the following actions would advance the prevention of the worst forms of child labor in Norfolk Island:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish a legal minimum age for employment.	2010, 2011
	Establish laws to prohibit children under age 18 from engaging in hazardous work.	2010, 2011
	Amend the Criminal Code Act to protect all children younger than age 18 from prostitution.	2010, 2011

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Saint Helena, Ascension and Tristan da Cunha (formerly called Saint Helena)

No Assessment

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in Saint Helena and its dependencies, Ascension and Tristan da Cunha, are engaged in the worst forms of child labor.(1)

Laws and Regulations on the Worst Forms of Child Labor

There is very little information on the laws and regulations against the worst forms of child labor in Saint Helena and its

dependencies. Information on laws on minimum employment age, on forced labor, and against commercial sexual exploitation of children was not identified. No information was found on whether the Government has developed a list of hazardous occupations prohibited to children.

The Constitution prohibits slavery and forced labor.(1) No information was found on whether laws exist regarding the use of children for drug trafficking or other illicit activities.

In Saint Helena and Tristan da Cunha, the Education Ordinance makes education free and compulsory to age 15. In Ascension, education is compulsory to age 16.(2)

Institutional Mechanisms of Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor. The Department for Employment and Social Security is responsible for employment issues.(3)

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

The Government participates in Safeguarding Children in the Overseas Territories (SCOT) Program, which is sponsored by the United Kingdom's Department for International Development. Through the SCOT Program, participating governments receive capacity building and advisory support to implement policies, procedures, and best practices to ensure children's health and safety.(4)

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4. U.S. Embassy- London. *reporting, December 9, 2010*.

Tokelau

No Assessment

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in Tokelau are engaged in the worst forms of child labor.

Laws and Regulations on the Worst Forms of Child Labor

The Tokelau Crimes, Procedures and Evidence Rules Act of 2003 prohibits prostitution and the possession, sale or exhibition of pornography.(1) New Zealand legislation does not apply to Tokelau, unless it is extended with Tokelauan consent. Evidence that laws from New Zealand against the worst forms of child labor have been extended to Tokelau was not obtained. No information was found on whether laws exist regarding the use of children for drug trafficking or other illicit activities.

Public education is free and compulsory to age 16.(2, 3)

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

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Turks and Caicos Islands

In 2011, the Turks and Caicos Islands made no advancement in efforts to prevent the worst forms of child labor. While there is no evidence of a problem, the Government lacks a complete preventive legal framework. The Turks and Caicos Islands have not established a minimum age to protect children from performing hazardous work.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in the Turks and Caicos Islands are engaged in the worst forms of child labor.

Laws and Regulations on the Worst Forms of Child Labor

The minimum age for employment in the Turks and Caicos Islands is 16. Children younger than age 16 may be employed with the written consent of a parent or guardian.⁽¹⁾ Research found no evidence of a minimum age for hazardous work or a comprehensive list prohibiting children from hazardous work.

Slavery and forced labor are prohibited by the Constitution.⁽²⁾ No information was found on whether laws exist regarding the

use of children for drug trafficking or other illicit activities.

Education is compulsory to age 16.⁽³⁾ Research did not find complete information on the question of whether education is free.

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

The Government of the Turks and Caicos Islands participates in Safeguarding Children in the Overseas Territories (SCOT) Program, which is sponsored by the United Kingdom's Department for International Development. Through the SCOT Program, participating governments receive capacity building and advisory support to implement policies, procedures and best practices to ensure children's health and safety.⁽⁴⁾

Based on the reporting above, the following actions would advance the prevention of the worst forms of child labor in the Turks and Caicos Islands:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Establish a minimum age for hazardous work and a comprehensive list prohibiting children from hazardous work.	2011
	Clarify whether laws exist regarding the use of children for drug trafficking or other illicit activities.	2011

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Wallis and Futuna

No Assessment

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

There is no evidence that children in the Wallis and Futuna Islands are engaged in the worst forms of child labor.(1)

Laws and Regulations on the Worst Forms of Child Labor

French law applies in the Wallis and Futuna Islands.(2) As such, the French Labor and Penal Codes detailed herein extend to its territory of Wallis and Futuna.

The French Labor Code prohibits employment for persons younger than age 16, with some exceptions for apprenticeships and other alternative education programs, light work during holidays and work within the entertainment industry.(3-5) Minors younger than age 18 are prohibited from certain dangerous jobs and from working more than 7 hours a day or 35 hours a week. These jobs include working in plants, factories, construction sites, and workshops.(4, 5)

The French Penal Code prohibits slavery, forced labor, and the use of children in illicit activities such as transporting or selling drugs.(6) The Penal Code prohibits trafficking in children and provides for appropriate penalties for offenders.(5) Procuring and prostituting a child is also prohibited under France's Penal Code and such offenses carry appropriate penalties.(5, 7)

Under the French Penal Code, it is unlawful to take, record or send a pornographic image of a minor with the intention of circulation. Such a crime carries appropriate penalties, as does the crime of distributing a pornographic image of a minor through import or export.(6)

Persons younger than age 17.5 years are prohibited from admittance into the French Armed Forces.(8)

Education is free and compulsory to age 16.(9)

Institutional Mechanisms for Coordination and Enforcement

As there is no evidence of a problem, there appears to be no need for a coordinating mechanism to address the worst forms of child labor.

Government Policies on the Worst Forms of Child Labor

As there is no evidence of a problem, there appears to be no need for policies to address the worst forms of child labor.

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

As there is no evidence of a problem, there appears to be no need for programs to address the worst forms of child labor.

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5. Library of Congress. *Children's Rights: France*, [online] [cited February 13, 2012]; <http://www.loc.gov/law/help/child-rights/france.php>.
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West Bank and the Gaza Strip

During 2011, the Palestinian Authority (PA) made no advancement in efforts to eliminate the worst forms of child labor in the 18 percent of the West Bank and the Gaza Strip under PA control. Although the PA solicited donor support to hire additional inspectors and expand vocational programs for youth, it did not receive the funding necessary to implement these goals. The PA did not initiate any programs for children working on the streets or in dangerous activities in agriculture. Although the PA reassigned one inspector to specialize in child labor issues, it continued to lack an adequate number of inspectors and child protections officers to enforce child labor laws. Children continue to engage in the worst forms

of child labor in dangerous activities in agriculture and street vending.

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
Primary Completion Rate		Unavailable

Sources:

Primary completion rate: UNESCO Institute for Statistics, 2012.(1)

All other data: Understanding Children's Work Project's analysis.(2)

	C138, Minimum Age	N/A
	C182, Worst Forms of Child Labor	N/A
	CRC	N/A
	CRC Optional Protocol on Armed Conflict	N/A
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	N/A
	Palermo Protocol on Trafficking in Persons	N/A
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	16
	Free Public Education	Yes

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in the West Bank and the Gaza Strip are engaged in the worst forms of child labor, many of them in dangerous activities in agriculture and street vending.(3) Some children working in agriculture help to cultivate dates.(4-12) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful pesticides.(3)

Children engage in street vending and portering, which may involve carrying heavy loads and working long hours standing in the sun and traffic, often without food or water. Children working in the streets are vulnerable to harassment

and assault.(8, 10-12) Some children work in auto body shops, in which they are exposed to unsafe tools and machinery.(8, 13, 14) Children also collect metals and other salvageable materials from garbage dumps and structures demolished from the ongoing conflict. Scavenging exposes children to harmful and unsanitary materials, as well as to potential hazards from unexploded ordnance or structures that may collapse.(9, 11, 12)

Children in the West Bank and the Gaza Strip work in stone quarrying, and collect pebbles and gravel for construction purposes.(8, 9, 11, 14-17) This work requires heavy lifting and often takes place in dangerous areas that put the children in the middle of ongoing conflict.(14-17) While evidence is limited, there are indications that children work in manufacturing and construction.(8-10, 12)

In the Hamas-controlled Gaza Strip, Palestinian children work inside underground tunnels that run between the Gaza Strip and Egypt, smuggling food and other goods, including chemicals, and digging and laying wire for electricity and pipelines for fuel.(8-10, 12, 18-22) Some children may work up to 10 hours at a time in the tunnels, with only a short break.(8, 10) Many children use stimulant drugs to decrease pain and increase stamina during long shifts in the tunnels. Some Palestinian children have died in the tunnels as a result of Israeli attacks and efforts to block the smuggling.(10, 20, 23)

Because children are generally able to cross Israeli military checkpoints with less scrutiny than adults, they are sometimes used to smuggle drugs and to transport or sell weapons.(12) Children are reportedly used in armed conflict as human shields and informants.(25) There is limited evidence that children are trained as combatants by Hamas.(22)

Laws and Regulations on the Worst Forms of Child Labor

Since the 2007 takeover in Gaza by Hamas, a designated foreign terrorist organization, the PA no longer has jurisdiction or enforcement capabilities in the Gaza Strip. In the West Bank, under the terms of the Oslo-era agreements between the Palestine Liberation Organization and the Israeli Government, the PA only has law enforcement capabilities in the 18 percent of the West Bank that is designated Area A.(22) The Israeli Government is responsible for law enforcement in Areas B and C. This report discusses only the efforts of the PA in the areas it controls. For more information, see the U.S. Department of State's 2011 Human Rights Report at <http://www.state.gov>.(22)

The Unified Labor Law No. 7 of 2000 and Palestinian Child Law No. 7 of 2004 (PCL) prohibit the employment of any

person under age 15. The former also requires children from age 15 to age 18 to receive medical examinations every 6 months while working.(26) The Labor Law prohibits children from working more than 4 consecutive hours at a time, and requires employers to give children a 1-hour break during their shift.(26, 27)

The Labor Law prohibits children under age 18 from being employed in industries that the Minister of Labor (MOL) identifies as dangerous or unhealthy. It also prohibits children from working night shifts and overtime, piece work and employment away from their communities.(10, 26) The law also creates exceptions for children who work for and are directly supervised by relatives, as long as the work does not negatively impact the mental and physical development of the child or the child's education.(10, 26) In 2004, the Minister of Labor created a list of 32 activities from which juveniles, defined as children ages 15 to 18, are prohibited from doing. These activities include mining stone, any other work related to extracting material, producing and using pesticides and lifting more than 10 kg, which includes dragging heavy materials and engaging in construction work.(28) In addition, juveniles are permitted to work a maximum of 6 hours, but are prohibited from working between 6 p.m. and 6 a.m. Employers are required to keep a record of birth certificates and other information such as letters of consent from parents allowing the children to work.(28)

The PCL prohibits the exploitation of children in any work that is against the law, hinders a child's education or is harmful to his or her health, physical or moral safety. The PCL specifically prohibits the use of children in drug and alcohol-related industries, the publication, circulation or possession of child pornography and the use of children in armed conflicts.(26, 27) Prostitution is illegal.(10)

The PA Labor Law does not expressly prohibit forced and compulsory labor.(22, 26)

While there is no regular military force in the West Bank or in Gaza, recruitment for government service, including security services, is voluntary beginning at age 18.(26, 29)

Article 37 of the PCL states that all children have the right to complete education through secondary school. The law requires the Government to take action to encourage student attendance, eliminate discrimination and promote the dignity of students.(27) Education is compulsory for 10 years. Children start school on average around age 6, which means that Palestinian children should be in school until approximately age 16.(30)

Due to the limited jurisdiction of the Palestinian Authority, the PCL is not enforced in Gaza or most of the West Bank. In Israeli-controlled areas of the West Bank, the Jordanian Education Law No. 16 of 1964 takes precedence. Article 10 of this Law makes education compulsory from ages 6 to 15, regardless of grade.(27, 31) The Hamas-controlled Gaza follows the PA's compulsory education law requiring children to attend school until age 15. In Gaza, education is provided by relief organizations, Hamas and Christian private schools.(31) No unified and comprehensive education law exists for all of the Occupied Palestinian Territories.(27)

The West Bank and the Gaza Strip lack adequate schools to serve all children. Children often travel long and often dangerous distances to attend schools, which can sometimes be poorly equipped and unhygienic.(32)

Institutional Mechanisms for Coordination and Enforcement

Research found no evidence that the PA has established a coordinating mechanism to combat the worst forms of child labor in the PA-controlled areas of the West Bank.

The Ministry of Labor's Inspection and Protection Administration is responsible for enforcing child labor laws.(18, 33) During the reporting period, the MOL continued to employ 45 labor inspectors, but increased the number of inspectors specifically assigned to monitoring child labor conditions by 1. this increase brings the total number of child labor specialists to 6.(8, 10, 18, 22, 27) Government officials describe the MOL as understaffed and in need of at least 150 labor inspectors in order to cover most of the private establishments in which children often work.(8, 18)

Because of current political circumstances, enforcement agents cannot monitor conditions in all areas in which Palestinian children are working. This limited jurisdiction leaves many children without the benefit of monitoring and enforcement to protect them against labor exploitation. During the reporting period, the PA was unable to conduct investigations in the Gaza Strip due to Hamas control of the area.(8, 18) In addition, PA officials have stated that there are no enforceable laws to monitor and protect Palestinian children working in Israeli-controlled areas of the West Bank.(10, 22)

In 2011, the MOL inspectors engaged business owners on child labor laws in an effort to raise awareness on minimum age requirements for work eligibility.(8) No current or reliable data were found on the precise number of investigations conducted or violations reported during the reporting period. However, between 2007 and 2011 the MOL referred only 10 people to

the Attorney General for employing children under age 15 in dangerous work.(8) Further information on the result of these referrals, fines imposed or other penalties is not available. Palestinian Authority law requires the MOL to investigate suspected cases of children recruited for armed conflict and mandates that those responsible be tried in court.(34)

The Child Protection Department within the Ministry of Social Affairs (MOSA) is responsible for preventing the abuse and sexual exploitation of children as well as for assisting victims of such maltreatment. Since 2010, the MOSA has attempted to register all employed youth in an effort to improve the monitoring of working conditions.(27) In cooperation with the local police force, MOSA Child Protection Officers are responsible for investigating cases of sexual exploitation. The most recent data available indicate that the MOSA had employed fewer than 13 child protection social workers in the West Bank, and eight in Gaza.(27) According to government officials, while the Child Protection Officers receive reports of both child labor and child abuse, they are burdened with too large of a case load and too few resources to follow up on child labor violations.(18)

Government Policies on the Worst Forms of Child Labor

The revised National Plan of Action for Palestinian Children 2009-2011 addresses many child protection issues, including protecting children's economic rights. In its report to the Committee on the Rights of the Child, the PA established a strategic goal to monitor all workplaces in which children are employed.(27) Due to the lack of data regarding monitoring and enforcement efforts, the research did not uncover whether the Government had achieved this goal during the reporting period.

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

The Palestinian Authority is currently working with UNICEF to examine matters of child labor, including the means of monitoring child laborers and eliminating the illegal use of children.(27) However, the research did not uncover any activities produced by this collaboration.

MOSA continued to support vocational centers for children who have dropped out of school or are considered poor, and child protection programs to reduce the risk of economic exploitation of children.(27) Furthermore, families receiving social assistance through the MOSA are monitored to ensure that their children remain in school and complete the mandated minimum education.(27) In total MOSA runs 13 vocational centers, 8 in the West Bank and 5 in Gaza.(27). However, Save the Children and the PA published a report in 2010 that criticized these programs, alleging that they are outdated, poorly resourced and ineffective.(27) During 2011, the PA solicited donor support to expand vocational programs for youth but did not receive the funding necessary to implement the plan.

Palestinian children can use the free Palestinian Child Protection Helpline 121 as part of Child Helpline International, a network of child helplines that aims to provide free support and counseling to children and adolescents to protect them from abuse, neglect, violence and exploitation.(35) Save the Children Sweden provides funding for the helpline.(35)

Given the scope and magnitude of child labor in the West Bank and the Gaza Strip, the limited scope of these programs is not sufficient to combat child labor, especially in street work and agriculture.

Based on the reporting above, the following actions would advance the elimination of the worst forms of child labor in the West Bank and the Gaza Strip:

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Implement a law that expressly prohibits forced and compulsory labor.	2009, 2010, 2011
Coordination and Enforcement	Establish a coordinating mechanism to combat the worst forms of child labor.	2009, 2010, 2011
	Provide sufficient resources and staff to the MOL and MOSA to adequately enforce child labor laws.	2010, 2011
	Collect and distribute current data on the enforcement of child labor laws.	2010, 2011

Area	Suggested Actions	Year(s) Action Recommended
Social Programs	Implement programs to address child labor, particularly in street vending and agriculture.	2011
	Update the curriculum of programs offered by MOSA that address the worst forms of child labor.	2010, 2011
	Improve educational access by increasing the number of well-equipped and hygienic schools available for students.	2011

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Western Sahara

In 2011, Morocco made a minimal advancement in efforts to eliminate the worst forms of child labor in Western Sahara. During the reporting period, the Government of Morocco provided training on child labor to enforcement officials. Although the Moroccan-controlled territory is subject to the 2004 Labor Code, there are exemptions that compromise its effectiveness. The latest draft bill to protect domestic servants and a separate draft bill to prohibit child labor in traditional artisan or handicraft sectors were not yet adopted. Some evidence suggests that children in Western Sahara continue to engage in the worst forms of child labor, particularly in dangerous forms of agriculture.

Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Some evidence suggests that children in Western Sahara are engaged in the worst forms of child labor in dangerous forms of agriculture.(1) Children working in agriculture may use dangerous tools, carry heavy loads and apply harmful chemicals.(2) Information about the nature and prevalence of the problem remains limited.

Laws and Regulations on the Worst Forms of Child Labor

The Moroccan-controlled territory of Western Sahara is subject to Moroccan laws.(1) Part of the country is controlled by the Popular Front for the Liberation of the Saguia el Hamra and Rio de Oro (Polisario Front), a Sahrawi national liberation movement, and information on the laws applicable in this area is unavailable.

In the Moroccan-controlled territory, the minimum age for employment is 15, as established by the Labor Code of 2004. The Labor Code also limits the number of hours that children younger than age 16 can work.(3) However, agricultural or seasonal activities may be exempt from these restrictions for children ages 15 to 16.(3) The Labor Code prohibits hazardous activities for children younger than age 18, although children working on family farms are not protected by the provisions of the Labor Code.(3) The Ministry of Employment and Professional Training updated its list of occupations that qualify as “hazardous work” for children.(4, 5) The list addresses some work in agriculture, including hazards such as use of pesticides and sharp blades.(6)

Multiple iterations of bills have been drafted to provide protections to domestic workers since the 2004 Labor Law was approved; however legislation has not yet been enacted, which leaves children in domestic service without basic protections.(7) In October 2011, a bill on setting the minimum age for domestic service at 15 years old was submitted to Parliament for approval.(8, 9) In May 2011, a draft bill to clarify Article 4 of the Labor Code regarding child labor in traditional artisan or handicraft activities was submitted to the Secretary General for approval. As of the end of the reporting period, both bills remained under review.(9)

Forced or compulsory labor is prohibited under the Labor Code and the Penal Code.(80, 82-85) Although Morocco does not have a specific law against trafficking in persons, child trafficking can be prosecuted using provisions in the Penal Code and the Immigration Law.(10)

The commercial sexual exploitation of children, including pornography and prostitution, is prohibited under the Moroccan Penal Code. In addition, it is specifically prohibited under the Penal Code to incite, procure or facilitate the prostitution of a minor.(11) Sex tourism is also criminalized under an amendment to the Penal Code.(12)

According to Moroccan law, education is compulsory to age 15.(13) Based on the Moroccan model, education is free through university.(14)

The age for voluntary recruitment to the military is 18. There is no compulsory military service.(15)

Institutional Mechanisms for Coordination and Enforcement

The Government of Morocco administers its laws in Western Sahara through Moroccan institutions.(1)

Morocco’s Ministry of Social Development, Family and Solidarity (MOSDFS) coordinates child labor efforts and oversees the National Plan of Action for Children (PANE), which addresses child labor, in cooperation with other ministries.(8, 9)

Morocco’s Ministry of Employment and Professional Training (MOEPT) enforces the Labor Code and implements child labor laws.(8) The MOEPT Director of Work heads the Child Labor Task Force to coordinate this effort.(8, 16) The MOEPT employed 463 general labor inspectors nationwide in 2011, all of whom have received training on child labor issues. Labor inspectors and child focal point inspectors extend into Western Sahara as well.(8)

Morocco’s Ministry of the Interior (MOI) is responsible for enforcing the Penal Code’s prohibitions on prostitution and trafficking.(8, 16)

Government Policies on the Worst Forms of Child Labor

The Government of Morocco has initiated child protection and development policies that extend to Western Sahara.

The MOSDFS is carrying out the broad PANE 2006-2015, which focuses on children’s health, protection, participation and education.(8, 9, 17) PANE includes the issue of child labor and sexual exploitation of children, and calls for pilot programs focusing on street children and domestic child labor.(8, 17, 18) In May 2011, the MOSDFS held a conference to review PANE and begin developing the second phase of the policy.(8)

The issue of child labor has been incorporated into the Government’s policies, such as the King’s National Initiative for Human Development (NIHD) second phase 2011-2015.(5, 8) This initiative serves as a framework to reduce poverty through improved education and health facilities, access to electricity and drinking water, attention to the needs of girls and women, and income and employment initiatives such as microfinance.(8, 17, 19, 20) Reducing child labor, with particular attention to street children, is one of the goals of the initiative.(8, 21)

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

The Government of Morocco has initiated anti-child labor and livelihood policies that extend to Western Sahara.

Through the PANE, the Government of Morocco allocated \$180,000 to fund anti-child labor programs implemented by local NGOs in 2011.(8, 9) Research did not identify the scale or results of these programs, or whether they addressed child labor in agriculture.

Livelihood projects implemented under NIHD have resulted in improved employment, housing and access to education and medical services for Moroccans.(19, 27) Programs aimed at increasing school enrollment and reducing dropout rates include the Tayssir Program, focused on primary school reform and reducing dropout rates, and the Iqtane Program, focused on secondary schools.(9, 28, 29) Limited information is available regarding these programs in 2011, specific interventions and results are not known. In November, the Government of Morocco began cooperation with UNICEF on a new \$32 million program through 2016 focusing on education for vulnerable children, health services for mothers and socioeconomic development.(8) The direct impact these projects may have had on the worst forms of child labor does not appear to have been assessed.

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

Area	Suggested Actions	Year(s) Action Recommended
Laws and Regulations	Amend the Labor Code to apply to all types of work.	2009, 2010, 2011
	Approve legislation to protect domestic workers from hazardous work and to prevent children under the legal working age from domestic service. Also approve legislation to prohibit children under the legal working age from employment in traditional sectors and to regulate apprenticeships in traditional sectors.	2009, 2010, 2011
Social Programs	Building on the best practices of past and current projects, develop or expand programs addressing the worst forms of child labor to protect a greater number of affected children, with a special focus on children involved in agriculture.	2011
	Assess the impact that existing education and livelihoods programs may have on reducing child labor in the interest of disseminating results and expanding effective programs to further reduce the worst forms of child labor in Western Sahara.	2011

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Reports are not included for Heard Island and McDonald Islands, the Pitcairn Islands or the British Indian Ocean Territories/Chagos Archipelago. Heard Island and McDonald Islands are uninhabited, and the population of the Pitcairn Islands is less than 50 people.(1, 2) The British Indian Ocean Territories are inhabited by U.S. and U.K. military personnel.(3)






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NON-INDEPENDENT COUNTRIES AND TERRITORIES – LAWS AND RATIFICATIONS

		Anguilla	British Virgin Islands	Christmas Island	Cocos (Keeling) Islands	Cook Islands	Falkland Islands	Gibraltar	Montserrat
	C138, Minimum Age	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	C182, Worst Forms of Child Labor	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Convention on the Rights of the Child (CRC)	X	X	N/A	N/A	X	X	N/A	X
	CRC Optional Protocol on Armed Conflict	N/A	N/A	N/A	N/A	No	N/A	N/A	N/A
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	N/A	N/A	N/A	N/A	No	N/A	N/A	N/A
	Palermo Protocol on Trafficking in Persons	N/A	N/A	N/A	N/A	No	N/A	N/A	N/A
	Minimum Age for Work	14	16	15	15	None	16	16	14
	Minimum Age for Hazardous Work	None	18	None	None	None	18	16	15
	Compulsory Education Age	17	16	17	17	15	16	15	16
	Free Public Education	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

NON-INDEPENDENT COUNTRIES AND TERRITORIES – LAWS AND RATIFICATIONS

		Niue	Norfolk Island	St. Helena, Ascension, and Tristan da Cunha	Tokelau	Turks and Caicos	Wallis and Futuna	West Bank	Western Sahara
	C138, Minimum Age	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	C182, Worst Forms of Child Labor	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Convention on the Rights of the Child (CRC)	X	N/A	X	N/A	X	N/A	N/A	N/A
	CRC Optional Protocol on Armed Conflict	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Palermo Protocol on Trafficking in Persons	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Minimum Age for Work	Unclear	None	Unclear	Unclear	16	16	15	15
	Minimum Age for Hazardous Work	Unclear	None	Unclear	Unclear	None	18	18	18
	Compulsory Education Age	16	15	15, 16, 15	16	16	16	15	15
	Free Public Education	Unclear	Yes	Yes	Yes	Yes	Yes	Yes	Yes



Appendix I

Country Assessments

by Country 714

by Assessment 718

Appendix II

TDA Criteria and Corresponding

Guidance Questions 722

Appendix III

Laws and Ratifications, by Country 731

Country Assessments, by Country

COUNTRY	REGION	ASSESSMENT
Afghanistan	SCA	Minimal Advancement
Albania	EUR	Minimal Advancement
Algeria	NEA	No Advancement
Angola	AF	Minimal Advancement
Anguilla	EUR	Minimal Advancement
Argentina	WHA	Moderate Advancement
Armenia	EUR	Minimal Advancement
Azerbaijan	EUR	Minimal Advancement
Bahrain	NEA	Minimal Advancement
Bangladesh	SCA	Moderate Advancement
Barbados	WHA	Minimal Advancement
Belize	WHA	Moderate Advancement
Benin	AF	Moderate Advancement
Bhutan	SCA	Minimal Advancement
Bolivia	WHA	Moderate Advancement
Bosnia and Herzegovina	EUR	Minimal Advancement
Botswana	AF	Moderate Advancement
Brazil	WHA	Significant Advancement
British Indian Ocean Territory	EUR	No Assessment
British Virgin Islands	EUR	No Assessment
Burkina Faso	AF	Moderate Advancement
Burundi	AF	No Advancement
Cambodia	EAP	Moderate Advancement
Cameroon	AF	Minimal Advancement
Cape Verde	AF	Minimal Advancement
Central African Republic	AF	No Advancement
Chad	AF	Minimal Advancement
Chile	WHA	Significant Advancement
Christmas Island	EAP	No Assessment
Cocos (Keeling) Islands	EAP	No Assessment
Colombia	WHA	Minimal Advancement
Comoros	AF	Minimal Advancement
Congo, Dem Rep of	AF	No Advancement
Congo, Rep of	AF	Minimal Advancement
Cook Islands	EAP	No Advancement
Costa Rica	WHA	Moderate Advancement
Côte d'Ivoire	AF	Moderate Advancement

Country Assessments, by Country

COUNTRY	REGION	ASSESSMENT
Croatia	EUR	Moderate Advancement
Djibouti	AF	Minimal Advancement
Dominica	WHA	No Advancement
Dominican Republic	WHA	Minimal Advancement
Ecuador	WHA	Moderate Advancement
Egypt	NEA	Minimal Advancement
El Salvador	WHA	Moderate Advancement
Equatorial Guinea	AF	Minimal Advancement
Eritrea	AF	No Advancement
Ethiopia	AF	Minimal Advancement
Falkland Islands (Islas Malvinas)	EUR	No Assessment
Fiji	EAP	Moderate Advancement
Gabon	AF	No Advancement
Gambia	AF	Moderate Advancement
Georgia	EUR	Minimal Advancement
Ghana	AF	Moderate Advancement
Gibraltar	EUR	No Advancement
Grenada	WHA	No Advancement
Guatemala	WHA	Minimal Advancement
Guinea	AF	Minimal Advancement
Guinea Bissau	AF	Moderate Advancement
Guyana	WHA	Minimal Advancement
Haiti	WHA	Minimal Advancement
Heard Island and McDonald Islands	EAP	No Assessment
Honduras	WHA	Moderate Advancement
India	SCA	Moderate Advancement
Indonesia	EAP	Moderate Advancement
Iraq	NEA	Minimal Advancement
Jamaica	WHA	Moderate Advancement
Jordan	NEA	Moderate Advancement
Kazakhstan	SCA	Moderate Advancement
Kenya	AF	Moderate Advancement
Kiribati	EAP	Minimal Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	SCA	Moderate Advancement
Lebanon	NEA	Minimal Advancement
Lesotho	AF	Moderate Advancement

Country Assessments, by Country

COUNTRY	REGION	ASSESSMENT
Liberia	AF	Minimal Advancement
Macedonia	EUR	Minimal Advancement
Madagascar	AF	No Advancement
Malawi	AF	Moderate Advancement
Maldives	SCA	Moderate Advancement
Mali	AF	Moderate Advancement
Mauritania	AF	Minimal Advancement
Mauritius	AF	Minimal Advancement
Moldova	EUR	Moderate Advancement
Mongolia	EAP	Moderate Advancement
Montenegro	EUR	Minimal Advancement
Montserrat	EUR	No Advancement
Morocco	NEA	Minimal Advancement
Mozambique	AF	No Advancement
Namibia	AF	Moderate Advancement
Nepal	SCA	Minimal Advancement
Nicaragua	WHA	Moderate Advancement
Niger	AF	Minimal Advancement
Nigeria	AF	Minimal Advancement
Niue	EAP	No Assessment
Norfolk Island	EAP	No Advancement
Oman	NEA	No Advancement
Pakistan	SCA	No Advancement
Panama	WHA	Minimal Advancement
Papua New Guinea	EAP	Minimal Advancement
Paraguay	WHA	Moderate Advancement
Peru	WHA	Moderate Advancement
Philippines	EAP	Moderate Advancement
Pitcairn Islands	EUR	No Assessment
Russia	EUR	Minimal Advancement
Rwanda	AF	Moderate Advancement
Saint Kitts and Nevis	WHA	Moderate Advancement
Saint Lucia	WHA	No Advancement
Saint Vincent and the Grenadines	WHA	Moderate Advancement
Samoa	EAP	No Advancement
Sao Tome and Principe	AF	Minimal Advancement
Senegal	AF	Minimal Advancement

Country Assessments, by Country

COUNTRY	REGION	ASSESSMENT
Serbia	EUR	Minimal Advancement
Seychelles	AF	Moderate Advancement
Sierra Leone	AF	Moderate Advancement
Solomon Islands	EAP	Minimal Advancement
Somalia	AF	Minimal Advancement
South Africa	AF	Moderate Advancement
Sri Lanka	SCA	Minimal Advancement
St. Helena, Ascension and Tristan da Cunha	EUR	No Assessment
Suriname	WHA	Minimal Advancement
Swaziland	AF	No Advancement
Tanzania	AF	Moderate Advancement
Thailand	EAP	Moderate Advancement
Timor-Leste	EAP	Moderate Advancement
Togo	AF	Minimal Advancement
Tokelau	EAP	No Assessment
Tonga	EAP	No Advancement
Trinidad & Tobago	WHA	Moderate Advancement
Tunisia	NEA	Minimal Advancement
Turkey	EUR	Minimal Advancement
Turks and Caicos Islands	EUR	No Advancement
Tuvalu	EAP	No Advancement
Uganda	AF	Minimal Advancement
Ukraine	EUR	Minimal Advancement
Uruguay	WHA	Moderate Advancement
Uzbekistan	SCA	No Advancement
Vanuatu	EAP	No Advancement
Venezuela	WHA	No Advancement
Wallis and Futuna	EAP	No Assessment
West Bank and the Gaza Strip	NEA	No Advancement
Western Sahara	AF	Minimal Advancement
Yemen	NEA	No Advancement
Zambia	AF	Minimal Advancement
Zimbabwe	AF	Minimal Advancement

Source: U.S. Department of Labor

Country Assessments, by Assessment

COUNTRY	REGION	ASSESSMENT
<i>Significant Advancement</i>		
Brazil	WHA	Significant Advancement
Chile	WHA	Significant Advancement
<i>Moderate Advancement</i>		
Argentina	WHA	Moderate Advancement
Bangladesh	SCA	Moderate Advancement
Belize	WHA	Moderate Advancement
Benin	AF	Moderate Advancement
Bolivia	WHA	Moderate Advancement
Botswana	AF	Moderate Advancement
Burkina Faso	AF	Moderate Advancement
Cambodia	EAP	Moderate Advancement
Costa Rica	WHA	Moderate Advancement
Côte d'Ivoire	AF	Moderate Advancement
Croatia	EUR	Moderate Advancement
Ecuador	WHA	Moderate Advancement
El Salvador	WHA	Moderate Advancement
Fiji	EAP	Moderate Advancement
Gambia	AF	Moderate Advancement
Ghana	AF	Moderate Advancement
Guinea Bissau	AF	Moderate Advancement
Honduras	WHA	Moderate Advancement
India	SCA	Moderate Advancement
Indonesia	EAP	Moderate Advancement
Jamaica	WHA	Moderate Advancement
Jordan	NEA	Moderate Advancement
Kazakhstan	SCA	Moderate Advancement
Kenya	AF	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	SCA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Malawi	AF	Moderate Advancement
Maldives	SCA	Moderate Advancement
Mali	AF	Moderate Advancement
Moldova	EUR	Moderate Advancement
Mongolia	EAP	Moderate Advancement
Namibia	AF	Moderate Advancement
Nicaragua	WHA	Moderate Advancement

Country Assessments, by Assessment

COUNTRY	REGION	ASSESSMENT
Paraguay	WHA	Moderate Advancement
Peru	WHA	Moderate Advancement
Philippines	EAP	Moderate Advancement
Rwanda	AF	Moderate Advancement
Saint Kitts and Nevis	WHA	Moderate Advancement
Saint Vincent and the Grenadines	WHA	Moderate Advancement
Seychelles	AF	Moderate Advancement
Sierra Leone	AF	Moderate Advancement
South Africa	AF	Moderate Advancement
Tanzania	AF	Moderate Advancement
Thailand	EAP	Moderate Advancement
Timor-Leste	EAP	Moderate Advancement
Trinidad & Tobago	WHA	Moderate Advancement
Uruguay	WHA	Moderate Advancement
<i>Minimal Advancement</i>		
Afghanistan	SCA	Minimal Advancement
Albania	EUR	Minimal Advancement
Angola	AF	Minimal Advancement
Anguilla	EUR	Minimal Advancement
Armenia	EUR	Minimal Advancement
Azerbaijan	EUR	Minimal Advancement
Bahrain	NEA	Minimal Advancement
Barbados	WHA	Minimal Advancement
Bhutan	SCA	Minimal Advancement
Bosnia and Herzegovina	EUR	Minimal Advancement
Cameroon	AF	Minimal Advancement
Cape Verde	AF	Minimal Advancement
Chad	AF	Minimal Advancement
Colombia	WHA	Minimal Advancement
Comoros	AF	Minimal Advancement
Congo, Rep of	AF	Minimal Advancement
Djibouti	AF	Minimal Advancement
Dominican Republic	WHA	Minimal Advancement
Egypt	NEA	Minimal Advancement
Equatorial Guinea	AF	Minimal Advancement
Ethiopia	AF	Minimal Advancement
Georgia	EUR	Minimal Advancement
Guatemala	WHA	Minimal Advancement

Country Assessments, by Assessment

COUNTRY	REGION	ASSESSMENT
Guinea	AF	Minimal Advancement
Guyana	WHA	Minimal Advancement
Haiti	WHA	Minimal Advancement
Iraq	NEA	Minimal Advancement
Kiribati	EAP	Minimal Advancement
Lebanon	NEA	Minimal Advancement
Liberia	AF	Minimal Advancement
Macedonia	EUR	Minimal Advancement
Mauritania	AF	Minimal Advancement
Mauritius	AF	Minimal Advancement
Montenegro	EUR	Minimal Advancement
Morocco	NEA	Minimal Advancement
Nepal	SCA	Minimal Advancement
Niger	AF	Minimal Advancement
Nigeria	AF	Minimal Advancement
Panama	WHA	Minimal Advancement
Papua New Guinea	EAP	Minimal Advancement
Russia	EUR	Minimal Advancement
Sao Tome and Principe	AF	Minimal Advancement
Senegal	AF	Minimal Advancement
Serbia	EUR	Minimal Advancement
Solomon Islands	EAP	Minimal Advancement
Somalia	AF	Minimal Advancement
Sri Lanka	SCA	Minimal Advancement
Suriname	WHA	Minimal Advancement
Togo	AF	Minimal Advancement
Tunisia	NEA	Minimal Advancement
Turkey	EUR	Minimal Advancement
Uganda	AF	Minimal Advancement
Ukraine	EUR	Minimal Advancement
Western Sahara	AF	Minimal Advancement
Zambia	AF	Minimal Advancement
Zimbabwe	AF	Minimal Advancement
<i>No Advancement</i>		
Algeria	NEA	No Advancement
Burundi	AF	No Advancement
Central African Republic	AF	No Advancement
Congo, Dem Rep of	AF	No Advancement

Country Assessments, by Assessment

COUNTRY	REGION	ASSESSMENT
Cook Islands	EAP	No Advancement
Dominica	WHA	No Advancement
Eritrea	AF	No Advancement
Gabon	AF	No Advancement
Gibraltar	EUR	No Advancement
Grenada	WHA	No Advancement
Madagascar	AF	No Advancement
Montserrat	EUR	No Advancement
Mozambique	AF	No Advancement
Norfolk Island	EAP	No Advancement
Oman	NEA	No Advancement
Pakistan	SCA	No Advancement
Saint Lucia	WHA	No Advancement
Samoa	EAP	No Advancement
Swaziland	AF	No Advancement
Tonga	EAP	No Advancement
Turks and Caicos Islands	EUR	No Advancement
Tuvalu	EAP	No Advancement
Uzbekistan	SCA	No Advancement
Vanuatu	EAP	No Advancement
Venezuela	WHA	No Advancement
West Bank and the Gaza Strip	NEA	No Advancement
Yemen	NEA	No Advancement
<i>No Assessment</i>		
British Indian Ocean Territory	EUR	No Assessment
British Virgin Islands	EUR	No Assessment
Christmas Island	EAP	No Assessment
Cocos (Keeling) Islands	EAP	No Assessment
Falkland Islands (Islas Malvinas)	EUR	No Assessment
Heard Island and McDonald Islands	EAP	No Assessment
Niue	EAP	No Assessment
Pitcairn Islands	EUR	No Assessment
St. Helena, Ascension and Tristan da Cunha	EUR	No Assessment
Tokelau	EAP	No Assessment
Wallis and Futuna	EAP	No Assessment

Source: U.S. Department of Labor

TDA Criteria and Corresponding Guidance Questions

1. Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

TDA Conference Report Criteria:

- Although not explicitly discussed in the TDA conference report, any government that supports the use of forced child labor cannot be said to be implementing commitments to eliminate the worst forms of child labor.

Guidance Question

1. *Was the government complicit in the use of forced child labor?

2. Laws and Regulations on the Worst Forms of Child Labor

TDA Conference Report Criteria:

- “Whether the country has adequate laws and regulations proscribing the worst forms of child labor;”
- “Whether the country has adequate laws and regulations for the implementation and enforcement of such measures;”

Guidance Questions

1. Did laws meet the following international standards:
 - a. a minimum age for admission to employment in line with ILO Convention 138
 - b. a minimum age for admission to hazardous work in line with ILO Convention 138 and 182
 - c. a minimum age to which education is compulsory in line with ILO Convention 138
 - d. ratification of ILO Convention 182
 - e. prohibitions on each of the worst forms of child labor as established in ILO Convention 182?
2. If the country’s constitution and laws are not compliant with international standards embodied in ILO Conventions 138 and 182, has there been any change in the constitution or laws that brings the country closer to being fully compliant?

3. If laws were not comprehensive in their prohibitions of all variations of a particular worst form, has there been any change in the constitution or laws that brings the country closer to being comprehensive?
4. *Were there aspects of laws that are contrary to international standards and likely to increase children’s vulnerability to the worst forms of child labor?

3. Institutional Mechanisms for Coordination and Enforcement

TDA Conference Report Criteria:

- “Whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor;”

Guidance Questions

1. Was an agency or committee created to coordinate government efforts to combat the worst forms of child labor? Did such an agency or committee meet more regularly and take more action, or did it meet less regularly and take less action?
2. Was there an increase or reduction in inspectors to enforce child labor laws and regulations? Was the number of inspections an improvement or decline, given the incidence of child labor in the country?
3. Was there an increase or decrease in the funding and resources to enforce child labor laws and regulations? Was the amount an improvement or decline, given the incidence of child labor in the country?
4. Did the country increase or decrease training offered to child labor inspectors?
5. Did the government create or improve a mechanism for filing complaints regarding child labor?
6. Was there an increase or reduction in child labor inspections? Were inspections targeted to sectors in which child labor occurs more or less frequently? Was the number of inspections an improvement or decline, given the incidence of child labor in the country?
7. Did the government establish or improve a process for information sharing among enforcement authorities?
8. Did the judiciary uphold existing laws and penalties regarding child labor? Was there an improvement or decline in the quality or quantity of criminal prosecutions of crimes related to child labor?
9. *Were there any aspects to the country’s enforcement practices that likely increase children’s vulnerability to the worst forms of child labor?

4. Government Policies on the Worst Forms of Child Labor

TDA Conference Report Criteria:

- “Whether the country has a comprehensive policy for the elimination of the worst forms of child labor;”

Guidance Questions

1. Did the government establish any new policies or plans that specifically address the worst forms of child labor or any one of the worst forms of child labor?
2. Did the government incorporate the worst forms of child labor specifically as an issue to be addressed in poverty reduction, development, educational or other social policies, such as Poverty Reduction Strategy Papers, etc?
3. Did the government establish any poverty reduction, development, educational or other social policies, such as Poverty Reduction Strategy Papers, etc., that did not explicitly address the worst forms of child labor or any one of the worst forms of child labor, but that might have had an impact on them or it? If so, have any studies been conducted to assess the impact of such a policy on the worst forms of child labor?
4. If the country established any of the above plans, do they designate responsible agencies, establish actions to be taken, timelines, and other concrete measures?
5. Using the criteria in Question 4, did implementation of existing policies improve or worsen compared with the previous year?
6. *Were there on-going country policies or were they any changes to the country’s policies that likely increase children’s vulnerability to the worst forms of child labor?

5. Social Programs to Eliminate or Prevent the Worst Form of Child Labor

TDA Conference Report Criteria:

- “Whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor, and assist in the removal of children engaged in the worst forms of child labor;”

Guidance Questions

1. Were any child labor specific programs or social protection programs that target child labor created?
2. Were any social protection programs established that target children and could reasonably be expected to have an impact on child labor? Were any other social protection programs established that were shown, through research, to have an impact on child labor?
3. Are new programs sufficient to combat particular forms of child labor given the scope and magnitude of those problems?
4. Do new programs provide services directly to children?
5. Do new programs adequately target at-risk populations?
6. Were new programs fully funded?
7. Are new programs meeting their goals?
8. Are new program efforts sustainable?
9. Using the criteria in questions 4-8, did existing government programs improve or worsen compared with the previous year?
10. *Were there any changes to the country’s programs that likely increase children’s vulnerability to the worst forms of child labor?

* A yes response to questions with an asterisk indicates a country that would likely receive an assessment of minimal or no advancement.

Laws and Ratifications by Country

Country	Region	Assessment	C138	C182	CRC	CRC Opt. Protocols		Palermo Protocol	Minimum Ages		Education	
						Armed Conflict	CSEC		Work	Haz. Work	Comp. Age	Free
Afghanistan	SCA	Minimal Advancement	X	X	X	X	X		18 yrs	18 yrs	14 yrs	X
Albania	EUR	Minimal Advancement	X	X	X	X	X	X	16 yrs	18 yrs	15 yrs	X
Algeria	NEA	No Advancement	X	X	X	X	X	X	16 yrs		16 yrs	X
Angola	AF	Minimal Advancement	X	X	X	X	X		14 yrs		12 yrs	X
Anguilla	EUR	Minimal Advancement	N/A	N/A	X	N/A	N/A	N/A	14 yrs		17 yrs	X
Argentina	WHA	Moderate Advancement	X	X	X	X	X	X	16 yrs	18 yrs	18 yrs	X
Armenia	EUR	Minimal Advancement	X	X	X	X	X	X	16 yrs	18 yrs	15 yrs	X
Azerbaijan	EUR	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	17 yrs	X
Bahrain	NEA	Minimal Advancement	X*	X	X	X	X	X	14 yrs	16 yrs	15 yrs	X
Bangladesh	SCA	Moderate Advancement		X	X	X	X		14 yrs	18 yrs	10 yrs	X
Barbados	WHA	Minimal Advancement	X	X	X				16 yrs	18 yrs	16 yrs	X
Belize	WHA	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	15 yrs	X
Benin	AF	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	11 yrs	X
Bhutan	SCA	Minimal Advancement			X	X	X		18 yrs	18 yrs		X
Bolivia	WHA	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	17 yrs	X
Bosnia and Herzegovina	EUR	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Botswana	AF	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	16 yrs	X
Brazil	WHA	Significant Advancement	X	X	X	X	X	X	16 yrs	18 yrs	18 yrs	X
British Virgin Islands	EUR	No Assessment	N/A	N/A	X	N/A	N/A	N/A	16 yrs	18 yrs	16 yrs	X
Burkina Faso	AF	Moderate Advancement	X	X	X	X	X	X	16 yrs	18 yrs	16 yrs	X
Burundi	AF	No Advancement	X	X	X	X	X		16 yrs	18 yrs	12 yrs	X
Cambodia	EAP	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs		X
Cameroon	AF	Minimal Advancement	X	X	X			X	14 yrs	18 yrs	12 yrs	X
Cape Verde	AF	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	12 yrs	X
Central African Republic	AF	No Advancement	X	X	X	X	X	X	14 yrs	18 yrs	15 yrs	X
Chad	AF	Minimal Advancement	X	X	X	X	X	X	14 yrs	18 yrs		X
Chile	WHA	Significant Advancement	X	X	X	X	X	X	18 yrs	18 yrs	18 yrs	X
Christmas Island	EAP	No Assessment	N/A	N/A	N/A	N/A	N/A	N/A	15 yrs		17 yrs	X

Laws and Ratifications by Country (continued)

Country	Region	Assessment	C138	C182	CRC	CRC Opt. Protocols		Palermo Protocol	Minimum Ages		Education	
						Armed Conflict	CSEC		Work	Haz. Work	Comp. Age	Free
Cocos (Keeling) Islands	EAP	No Assessment	N/A	N/A	N/A	N/A	N/A	N/A	15 yrs		17 yrs	X
Colombia	WHA	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Comoros	AF	Minimal Advancement	X	X	X		X		15 yrs		12 yrs	
Congo, Dem Rep of	AF	No Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Congo, Rep of	AF	Minimal Advancement	X	X	X	X	X		16 yrs	18 yrs	16 yrs	X
Cook Islands	EAP	No Advancement	N/A	N/A	X						15 yrs	X
Costa Rica	WHA	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Côte d'Ivoire	AF	Moderate Advancement	X	X	X	X*	X*	X	14 yrs	18 yrs		X*
Croatia	EU	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Djibouti	AF	Minimal Advancement	X	X	X	X*	X*	X	16 yrs		16 yrs	X
Dominica	WHA	No Advancement	X	X	X	X	X		12/14 yrs	14 yrs	16 yrs	X
Dominican Republic	WHA	Minimal Advancement	X	X	X	X	X	X	14 yrs	18 yrs	14 yrs	X
Ecuador	WHA	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Egypt	NEA	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
El Salvador	WHA	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	16 yrs	X
Equatorial Guinea	AF	Minimal Advancement	X	X	X	X	X	X	14 yrs	16 yrs	12 yrs	X
Eritrea	AF	No Advancement	X		X	X	X		14 yrs	18 yrs	14 yrs	X
Ethiopia	AF	Minimal Advancement	X	X	X				14 yrs	18 yrs	14 yrs	X
Falkland Islands (Islas Malvinas)	EUR	No Assessment	N/A	N/A	X	N/A	N/A	N/A	16 yrs	18 yrs	16 yrs	X
Fiji	EAP	Moderate Advancement	X	X	X				15 yrs	18 yrs	17 yrs	X
Gabon	AF	No Advancement	X	X	X	X	X	X	16 yrs	18 yrs	16 yrs	X
Gambia	AF	Moderate Advancement	X	X	X	X	X	X	18 yrs	18 yrs	12 yrs	X
Georgia	EUR	Minimal Advancement	X	X	X	X	X	X	16 yrs	18 yrs	14 yrs	X
Ghana	AF	Moderate Advancement	X	X	X	X	X		15 yrs	18 yrs	15 yrs	X
Gibraltar	EUR	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A	16 yrs	16 yrs	15 yrs	X
Grenada	WHA	No Advancement	X	X	X			X	16 yrs		16 yrs	X

Laws and Ratifications by Country (continued)

Country	Region	Assessment	C138	C182	CRC	CRC Opt. Protocols		Palermo Protocol	Minimum Ages		Education	
						Armed Conflict	CSEC		Work	Haz. Work	Comp. Age	Free
Guatemala	WHA	Minimal Advancement	X	X	X	X	X	X	14 yrs	18 yrs	15 yrs	X
Guinea	AF	Minimal Advancement	X	X	X			X	16 yrs	18 yrs	13 yrs	X
Guinea Bissau	AF	Moderate Advancement	X	X	X		X	X	14 yrs	18 yrs	9th grade	X
Guyana	WHA	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Haiti	WHA	Minimal Advancement	X	X	X			X*	15 yrs	18 yrs	11 yrs	X
Honduras	WHA	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	17 yrs	X
India	SCA	Moderate Advancement			X	X	X	X		14 yrs	14 yrs	X
Indonesia	EAP	Moderate Advancement	X	X	X			X	15 yrs	18 yrs	16 yrs	X
Iraq	NEA	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	11 yrs	X
Jamaica	WHA	Moderate Advancement	X	X	X	X	X*	X	15 yrs	18 yrs	18 yrs	X
Jordan	NEA	Moderate Advancement	X	X	X	X	X	X	16 yrs	18 yrs	16 yrs	X
Kazakhstan	SCA	Moderate Advancement	X	X	X	X	X	X	16 yrs	18 yrs	17 yrs	X
Kenya	AF	Moderate Advancement	X	X	X	X	X	X	16 yrs	18 yrs	15 yrs	X
Kiribati	EAP	Minimal Advancement	X	X	X			X	14 yrs	18 yrs	15 yrs	X
Kosovo	EUR	Moderate Advancement	N/A	N/A	X	N/A	N/A	N/A	15 yrs	18 yrs	15 yrs	X
Kyrgyz Republic	SCA	Moderate Advancement	X	X	X	X	X	X	16 yrs	18 yrs	16 yrs	X
Lebanon	NEA	Minimal Advancement	X	X	X			X	14 yrs	16 yrs	13 yrs	X
Lesotho	AF	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs		X
Liberia	AF	Minimal Advancement		X	X	X	X	X	16 yrs	18 yrs	15 yrs	X
Macedonia	EUR	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Madagascar	AF	No Advancement	X	X	X	X	X	X	15 yrs	18 yrs	14 yrs	X
Malawi	AF	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs		X
Maldives	SCA	Moderate Advancement			X	X	X		16 yrs	18 yrs	13 yrs	X
Mali	AF	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	16 yrs	X
Mauritania	AF	Minimal Advancement	X	X	X			X	14 yrs	18 yrs	15 yrs	X
Mauritius	AF	Minimal Advancement	X	X	X	X	X*	X	16 yrs	18 yrs	17 yrs	X
Moldova	EUR	Moderate Advancement	X	X	X	X	X	X	16 yrs	18 yrs	17 yrs	X
Mongolia	EAP	Moderate Advancement	X	X	X	X	X	X	16 yrs	18 yrs	16 yrs	X

Laws and Ratifications by Country (continued)

Country	Region	Assessment	C138	C182	CRC	CRC Opt. Protocols		Palermo Protocol	Minimum Ages		Education	
						Armed Conflict	CSEC		Work	Haz. Work	Comp. Age	Free
Montenegro	EUR	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Montserrat	EUR	No Advancement	N/A	N/A	X	N/A	N/A	N/A	14 yrs	15 yrs	16 yrs	X
Morocco	NEA	Minimal Advancement	X	X	X	X	X	X*	15 yrs	18 yrs	16 yrs	X
Mozambique	AF	No Advancement	X	X	X	X	X	X	15 yrs	18 yrs	12 yrs	X
Namibia	AF	Moderate Advancement	X	X	X	X	X	X	14 yrs	16 yrs	16 yrs	X
Nepal	SCA	Minimal Advancement	X	X	X	X	X	X	14 yrs	16 yrs		X
Nicaragua	WHA	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	15 yrs	X
Niger	AF	Minimal Advancement	X	X	X	X	X	X	14 yrs	16 yrs	13 yrs	X
Nigeria	AF	Minimal Advancement	X	X	X	X	X	X	12 yrs	15 yrs	15 yrs	X
Niue	EAP	No Assessment	N/A	N/A	X				U	U	16 yrs	U
Norfolk Island	EAP	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A			15 yrs	X
Oman	NEA	No Advancement	X	X	X	X	X	X	15 yrs	18 yrs		X
Pakistan	SCA	No Advancement	X	X	X	X	X	X			16 yrs	X
Panama	WHA	Minimal Advancement	X	X	X	X	X	X	14 yrs	18 yrs	15 yrs	X
Papua New Guinea	EAP	Minimal Advancement	X	X	X				16 yrs	16 yrs		X*
Paraguay	WHA	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	15 yrs	X
Peru	WHA	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs*	17 yrs	X
Philippines	EAP	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs	11 yrs	X
Russia	EUR	Minimal Advancement	X	X	X	X	X	X	16 yrs	18 yrs	15 yrs	X
Rwanda	AF	Moderate Advancement	X	X	X	X	X	X	16 yrs	18 yrs	16 yrs	X
Saint Helena, Ascension and Tristan da Cunha	EUR	No Assessment	N/A	N/A	X	N/A	N/A	N/A	U	U	16 yrs	X
Saint Kitts and Nevis	WHA	Moderate Advancement	X	X	X	X	X	X	16 yrs	16 yrs	16 yrs	X
Saint Lucia	WHA	No Advancement		X	X				14 yrs	18 yrs	15 yrs	X
Saint Vincent and the Grenadines	WHA	Moderate Advancement	X	X	X	X*	X	X	14 yrs	14 yrs	16 yrs	X
Samoa	EAP	No Advancement	X	X	X				15 yrs	15 yrs	14 yrs	
Sao Tome and Principe	AF	Minimal Advancement	X	X	X			X	14 yrs	18 yrs	15 yrs	X

Laws and Ratifications by Country (continued)

Country	Region	Assessment	C138	C182	CRC	CRC Opt. Protocols		Palermo Protocol	Minimum Ages		Education	
						Armed Conflict	CSEC		Work	Haz. Work	Comp. Age	Free
Senegal	AF	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	17 yrs	X
Serbia	EUR	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Seychelles	AF	Moderate Advancement	X	X	X	X		X	15 yrs	18 yrs	16 yrs	X
Sierra Leone	AF	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Solomon Islands	EAP	Minimal Advancement			X				12 yrs	15 yrs		
Somalia	AF	Minimal Advancement							15 yrs	U		X
South Africa	AF	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Sri Lanka	SCA	Minimal Advancement	X	X	X	X	X	X	14 yrs	18 yrs	15 yrs	X
Suriname	WHA	Minimal Advancement		X	X			X	14 yrs	18 yrs	12 yrs	X
Swaziland	AF	No Advancement	X	X	X				15 yrs			X
Tanzania	AF	Moderate Advancement	X	X	X	X	X	X	14 yrs	18 yrs	15 yrs	X
Thailand	EAP	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Timor-Leste	EAP	Moderate Advancement		X	X	X	X	X	15 yrs	18 yrs	14 yrs	
Togo	AF	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Tokelau	EAP	No Assessment	N/A	N/A	N/A	N/A	N/A	N/A	U	U	16 yrs	X
Tonga	EAP	No Advancement			X						18 yrs	X
Trinidad & Tobago	WHA	Moderate Advancement	X	X	X			X	16 yrs		12 yrs	X
Tunisia	NEA	Minimal Advancement	X	X	X	X	X	X	16 yrs	18 yrs	16 yrs	X
Turkey	EUR	Minimal Advancement	X	X	X	X	X	X	15 yrs	18 yrs	17 yrs	X
Turks and Caicos Islands	EUR	No Advancement	N/A	N/A	X	N/A	N/A	N/A	16 yrs	16 yrs	16 yrs	X
Tuvalu	EAP	No Advancement			X				14 yrs	15 yrs	15 yrs	X
Uganda	AF	Minimal Advancement	X	X	X	X	X	X	14 yrs	18 yrs	12 yrs	X
Ukraine	EUR	Minimal Advancement	X	X	X	X	X	X	16 yrs	18 yrs	18 yrs	X
Uruguay	WHA	Moderate Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Uzbekistan	SCA	No Advancement	X	X	X	X	X	X	16 yrs	18 yrs	18 yrs	X
Vanuatu	EAP	No Advancement		X	X	X	X	X	15 yrs			X
Venezuela	WHA	No Advancement	X	X	X	X	X	X	14 yrs	U	17 yrs	X
Wallis and Futuna	EAP	No Assessment	N/A	N/A	N/A	N/A	N/A	N/A	16 yrs	18 yrs	16 yrs	X

Laws and Ratifications by Country (continued)

Country	Region	Assessment	C138	C182	CRC	CRC Opt. Protocols		Palermo Protocol	Minimum Ages		Education	
						Armed Conflict	CSEC		Work	Haz. Work	Comp. Age	Free
West Bank and the Gaza Strip	NEA	No Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15 yrs	18 yrs	16 yrs	X
Western Sahara	AF	Minimal Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15 yrs	18 yrs	15 yrs	X
Yemen	NEA	No Advancement	X	X	X	X	X	X	15 yrs	18 yrs	15 yrs	X
Zambia	AF	Minimal Advancement	X	X	X			X	15 yrs	18 yrs	14 yrs	X
Zimbabwe	AF	Minimal Advancement	X	X	X				15 yrs	18 yrs		

NOTE

This table does not include British Indian Ocean Territory, Heard Island and McDonald Islands, and Pitcairn Islands because no profiles were done on these territories.

KEY

C138: ILO Convention 138

C182: ILO Convention 182

CRC: Convention on the Rights of the Child

CRC Opt protocols/Armed Conflict: Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict

CRC Opt protocols/CSEC: Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography

Palermo Protocol: Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime

Min Age/Work: Minimum Age for Admission to Work

Min Age/Haz Work: Minimum Age for Admission to Hazardous Work

Education/Comp. Age: Age to which Education is Compulsory

Education/Free: Free Education established by Law or Policy

—*: Ratification or Legal Update during Reporting Period

U: Status is unclear

N/A: Not applicable



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